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San Francisco Planning Department

554 MISSION STREET

Final Environmental Impact Report

98.321E

Draft EIR Publication Date: June 19, 1999

Draft EIR Public Hearing Date: July 22, 1999

Draft EIR Public Comment Period: June 19 to July 22, 1999

EIR Certification Date: August 26, 1999

Changes from the text of the Draft EIR are indicated by solid dots (●) at the beginning of each revised section, paragraph, graphic or table.

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File No. 98.321E: 554 Mission Street
Assessor's Block 3708, Lots 15, 17 & 18

SAN FRANCISCO
PLANNING COMMISSION
MOTION NO. 14870

ADOPTING FINDINGS RELATED TO THE CERTIFICATION OF A FINAL ENVIRONMENTAL IMPACT REPORT FOR A PROPOSED 31-STORY, APPROXIMATELY 426-FOOT HIGH, 660,000-SQUARE-FOOT OFFICE BUILDING WITH GROUND FLOOR RETAIL AND UP TO 330-SPACE, BELOW-GRADE, THREE-LEVEL PARKING GARAGE, LOCATED ON THE NORTH SIDE OF MISSION STREET AT THE NORTHEAST CORNER OF ANTHONY STREET.

MOVED, That the San Francisco Planning Commission (hereinafter "Commission") hereby CERTIFIES the Final Environmental Impact Report (EIR) identified as case file No. 98.321E, 554 Mission Street (hereinafter "Project") based upon the following findings:

1) The City and County of San Francisco, acting through the Planning Department (hereinafter "Department") fulfilled all procedural requirements of the California Environmental Quality Act (Cal. Pub. Res. Code Section 21000 *et seq.*, hereinafter "CEQA"), the State CEQA Guidelines (Cal. Admin. Code Title 14, Section 15000 *et seq.*, hereinafter "CEQA Guidelines") and Chapter 31 of the San Francisco Administrative Code (hereinafter "Chapter 31").

a. The Department determined that an EIR was required and provided public notice of that determination by publication in a newspaper of general circulation on June 19, 1999.

b. On June 19, 1999, the Department published the Draft Environmental Impact Report (hereinafter "DEIR") and provided public notice in a newspaper of general circulation of the availability of the DEIR for public review and comment and of the date and time of the Planning Commission public hearing on the DEIR; this notice was mailed to the Department's list of persons requesting such notice.

c. Notices of availability of the DEIR and of the date and time of the public hearing were posted near the project site by Department staff on July 14, 1999.

d. On June 19, 1999, copies of the DEIR were mailed or otherwise delivered to a list of persons requesting it, to those noted on the distribution list in the DEIR, to adjacent property owners, and to government agencies.

2) The Commission held a duly advertised public hearing on said DEIR on July 22, 1999, at which opportunity for public comment was given, and public comment was received on the DEIR. The period for acceptance of written comments ended on July 22, 1999.

PLANNING COMMISSION

File No. 98.321E: 554 Mission Street
Assessor's Block 3708/Lots 15, 17 & 18
Motion No. 14870
Page Two

- 3) The Department prepared responses to comments on environmental issues received at the public hearing and in writing during the 33-day public review period for the DEIR, prepared revisions to the text of the DEIR in response to comments received or based on additional information that became available during the public review period, and corrected errors in the DEIR. This material was presented in a "Draft Summary of Comments and Responses," published on August 13, 1999, was distributed to the Commission and to all parties who commented on the DEIR, and was available to others upon request at Department offices.
- 4) A Final Environmental Impact Report has been prepared by the Department, consisting of the Draft Environmental Impact Report, any consultations and comments received during the review process, any additional information that became available, and the Summary of Comments and Responses all as required by law.
- 5) Project Environmental Impact Report files have been made available for review by the Commission and the public. These files are available for public review at the Department offices at 1660 Mission Street, and are part of the record before the Commission.
- 6) On August 26, 1999, the Commission reviewed and considered the Final Environmental Impact Report and found that the contents of said report and the procedures through which the Final Environmental Impact Report was prepared, publicized and reviewed comply with the provisions of CEQA, the CEQA Guidelines and Chapter 31.
- 7) The Planning Commission hereby does find that the Final Environmental Impact Report concerning File No. 98.321E: 554 Mission Street reflects the independent judgment of the City and County of San Francisco, is adequate, accurate and objective, and that the Summary of Comments and Responses contains no significant revisions to the Draft Environmental Impact Report, and hereby does CERTIFY THE COMPLETION of said Final Environmental Impact Report in compliance with CEQA and the CEQA Guidelines.

I hereby certify that the foregoing Motion was ADOPTED by the Planning Commission at its regular meeting of August 26, 1999.

Jonas P. Ionin
Commission Secretary

AYES: Commissioners Theoharis, Mills, Chinchilla, Joe, Martin and Richardson
NAYES: None
ABSENT: Commissioner Antenore
ADOPTED: August 26, 1999

San Francisco Planning Department

554 MISSION STREET

Final Environmental Impact Report

98.321E

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CHAPTER I

SUMMARY

A. PROJECT DESCRIPTION (p. 11)

The project site is located on Mission and Jessie Streets, between Anthony Street to the west and Golden Gate University to the east, near the northeast corner of Second and Mission Streets. The approximately 39,800-square-foot site consists of Lots 15, 17 and 18 in Assessor's Block 3708, and contains an existing six-story office and retail building at 562-572 Mission Street and a parking lot on either side; the parking lots are connected through the basement of the building. The existing six-story building is supported with exterior metal buttresses, installed after the Loma Prieta earthquake in 1989. Access to the existing parking lot, which accommodates about 250 (primarily long-term) vehicles, with valet parking operation, is from Anthony Street.

The project sponsor, Hines Interests Limited Partnership, proposes to demolish the existing six-story building and basement, remove the other portions of the parking lot, and construct a 31-story, approximately 420-foot-tall, 660,000-gross-square-foot office building with below-grade parking garage and ground-level plaza and walkway. Including a proposed mechanical penthouse, which would be largely obscured from view by a louvered screen, the total height of the building would be about 426 feet above grade. The new building would contain approximately 660,000 gross square feet (gsf) of office space and about 5,000 gsf of ground floor retail space. A plaza would occupy about 13,850 square feet on the eastern portion of the project site, with additional open space in a pedestrian arcade at the base of the building. Three off-street freight loading spaces would be provided with access from Anthony Street. A three-level basement garage would provide up to about 215 off-street parking spaces (or about 330 valet-service spaces), and seven off-street service vehicle (van) loading spaces.

The new building would be a steel-frame structure with a glass curtain wall. Exterior materials would include a combination of painted aluminum mullions and transparent glass that is intended by the architect to recall early 20th century curtain wall construction such as the Hallidie Building at 130-150 Sutter Street, while also being complementary to nearby modern high-rise buildings. The building would have lobby entrances on Mission and Anthony Streets and lobby access to the plaza on the east side of the building. The off-street loading docks would be accessible from Anthony Street. Access to the parking garage would also be from Anthony Street, at the corner of Jessie Street. The building would cover about 63 percent of the three-lot project site.

Excavation of up to approximately 57,400 cubic yards of soil would be required, and construction would require pile driving. The project would involve purchase and use of Transferable Development Rights

(TDRs) from other parcel(s) in the C-3 Districts. The project's floor area ratio (FAR) would be 16.6:1 to 17.2:1 with the use of TDRs, which is below the maximum permitted FAR of 18:1 in the C-3-O District.

Project construction would take about 24 months, including demolition of the existing structure and the existing surface and below-grade parking lots, with occupancy planned for fall 2001.

B. MAIN ENVIRONMENTAL EFFECTS

This environmental impact report, for the 554 Mission Street project, focuses on the issues of transportation, shadow, and wind. All other potential environmental effects were found to be at a less-than-significant level or to be mitigated to a less-than-significant level with mitigation measures to be implemented by the project sponsor. (Please see the Initial Study, included in this document as Appendix A, for analysis of other environmental issues.) In addition, this environmental impact report discusses land use and the project's visual impacts for informational purposes, although both were found to be less-than-significant in the Initial Study.

LAND USE (p. 25)

The proposed project, a new office building of approximately 660,000 gross sq. ft., would result in an increase in intensity of land uses on the project site. However, the project would not alter the general land use pattern of the immediate area, which includes several high-rise office buildings. The project would not disrupt or divide the neighborhood, since it would be developed within the existing block configuration.

VISUAL QUALITY (p. 34)

The proposed project would result in a visual change, since it would replace an existing six-story building with a 31-story building and a ground level plaza. The new building would have curtain walls of glass and metal, intended to present a largely transparent facade, reminiscent of early 20th century curtain wall construction, exemplified by the Hallidie Building at 130-150 Sutter Street. The new building would also complement nearby modern high-rise buildings through its use of painted aluminum mullions on a facade relatively free of ornamentation. The project design would recall that of the Crown Zellerbach building at One Bush Street, but without that building's prominent unglazed elevator and mechanical core.

The proposed 420-foot-tall project would be of comparable height and bulk to other buildings in the immediate vicinity, and would be part of the growing number of high-rise buildings located south of Market Street in the vicinity of the Transbay Terminal. It would be substantially taller than several existing older buildings south across Mission Street and west along Second Street. With its distinctive glass facades, the proposed building would be differentiated from the other nearby structures, which are typically clad with a combination of masonry panels and glass. However, that same glass facade would give the project a visually "lighter" appearance than its masonry neighbors. In addition, the project

would include an outdoor landscaped plaza, accessible and visible from Mission Street. The project sponsor would seek an exception to the bulk requirements of Planning Code Section 270 because the project would exceed bulk limits above the building's base.

Visual quality is subjective. Given the project's proposed exterior materials and the fact that the project would be within a group of nearby buildings of generally comparable height and bulk, it cannot be concluded that the proposed building would result in a substantial, demonstrable negative aesthetic effect, or that it would substantially degrade the existing visual character of the site and its surroundings.

The project would be visible from Yerba Buena Gardens against a backdrop of other high-rise buildings, both south and north of Market Street, but would not substantially alter the view because it would be part of a large group of buildings of generally comparable height and bulk. Because of intervening buildings, the view from Union Square would include only the uppermost portion of the project. The project would be partially visible from several nearby publicly accessible, privately owned open spaces, as well as from longer range views, such as from Rincon Hill, Potrero Hill, and Twin Peaks, where it would appear against a backdrop of other high-rise buildings. In summary, visual changes on the site would not substantially change or block any scenic vista currently enjoyed from public open spaces in the area.

TRANSPORTATION (p. 38)

The project site is in a congested area, and vehicles using streets heading to the Bay Bridge and other freeway on-ramps in the p.m. peak hour frequently experience long delays. The project would generate about 155 new vehicle trips and 385 new transit trips in the p.m. peak hour. Project traffic would not worsen operating conditions at any of the four signalized study intersections: Mission / Fremont, Mission / First, Mission / Second, or Mission / New Montgomery, nor at the two unsignalized study intersections: Mission / Anthony and First / Jessie. Project traffic would contribute incrementally to delays at intersections elsewhere in the vicinity that currently operate at degraded levels of service (i.e., LOS E or F), such as First / Howard and First / Folsom Streets. Under interim cumulative (Year 2005) and longer-range cumulative (Year 2015) traffic conditions, operations at Mission / First and Mission / Second Streets would deteriorate to LOS F; traffic at these intersections is largely a function of vehicles destined for the Bay Bridge and other freeway on-ramps. Conditions at other signalized intersections studied in this analysis would remain acceptable (LOS D or better). Project traffic impacts would not be considered "considerable" or significant in this context.

The approximately 180 net new p.m. peak-hour MUNI transit trips generated by the project would increase ridership at the four MUNI screenlines surrounding downtown by no more than 1 percentage point (to a maximum of 72 percent of capacity), which would not be significant. Similarly, the project's regional transit ridership of about 200 p.m. peak-hour riders would increase East Bay BART and AC Transit capacity by 1 percentage point, and would have less effect on other transit carriers; therefore, effects on regional transit would not be significant. Interim cumulative (2005) increases in ridership would be served by adequate capacity, assuming currently programmed increases in BART transbay

service are implemented. By 2015, increased MUNI capacity would be necessary, and AC Transit would have to increase service to accommodate forecast transbay ridership.

The project would create additional parking demand of about 340 spaces, which would be largely met in the 330 on-site parking spaces (with valet service). Displaced automobiles from the existing surface parking lot on the project site would increase weekday mid-afternoon occupancy in off-street parking garages within the project area from the existing 78 percent to about 83 percent. Parking supply would be adequate to meet demand under interim cumulative (2005) parking conditions, were it not for the temporary loss of more than 2,500 parking spaces due to reconstruction of the Bay Bridge approach. By 2015, there could be a commercial parking shortfall of about 4,750 parking spaces in the greater vicinity. Parking impacts attributable to the project (i.e., unmet demand for 10 spaces and displacement of up to 250 daily parkers) would not be significant. The project's proposed three off-street truck loading spaces and seven van loading spaces would meet both loading demand and the Planning Code requirement.

Neither pedestrian nor bicycle conditions would be substantially affected by the project.

In summary, the project would not result in a significant impact on traffic, transit, circulation or parking.

SHADOW (p. 47)

The project would not cast new shadow on any open space under the jurisdiction of the San Francisco Recreation and Park Commission during the hours between one hour after sunrise and one hour before sunset (the hours subject to Section 295 of the Planning Code, also known as "Proposition K"), and therefore would have no significant effects related to shadow. The project would not cast any new shadow on Yerba Buena Gardens (a Redevelopment Agency property not subject to Section 295).

The project would add new shadow on nearby publicly accessible, privately owned open spaces, including the closest such space, the plaza behind the 71 Stevenson Street building, which is directly across Jessie Street from the project site. The proposed 554 Mission Street building would newly shade the uncovered portion of this open space during the mid- to late morning and early afternoon hours, year round. Other publicly accessible open spaces that would receive new shadow from the project during portions of the day and year would include Fremont Center Plaza; the 100 First Street sun terrace, on the roof of an adjacent parking garage; and the Chevron plaza, between 555 and 575 Market Street.

The proposed 554 Mission Street project would also shade portions of its own outdoor plaza during much of the afternoon year-round, and also during the late morning hours, except in late spring and early summer.

WIND (p. 55)

Development of the project would incrementally increase wind speeds in the project vicinity, by about 1/2 mph, to nearly 11 mph. As under existing conditions, the highest wind speeds in the vicinity would

occur across Mission Street from the site. (For purposes of this analysis, existing conditions assume the completion of the 101 Second Street office tower and the Century condominium tower, east of Second Street between Minna and Natoma Streets, both of which are under construction.) With the project, there would be a total of 12 exceedances of the pedestrian-comfort criterion, the same number as with existing conditions. Compared to existing conditions, wind speeds with the project would increase by as much as 6 mph on Jessie Street, adjacent to the proposed 554 Mission Street building, from 7 mph to 13 mph, and by as much as 3 mph on the north and south sides of Mission Street. Wind speeds at one of the two locations measured in the proposed project's outdoor plaza would exceed the seating-comfort criterion value of 7 mph. However, these conditions could be ameliorated through plantings and/or construction of wind breaks to provide for a generally comfortable seating environment. The project would result in no wind hazard exceedances, and therefore would have no significant effect related to wind. However, the project sponsor would seek an exception to the requirements of Planning Code Section 148 because the project would not reduce existing wind speed exceedances of the pedestrian comfort level criterion.

With cumulative development in the vicinity (approved buildings at One Second Street and 524 Howard Street, a proposed project at 535 Mission Street, and two proposed high-rise buildings at Yerba Buena Center), wind speeds would decrease by about 1/2 mph, compared to with-project conditions, and would be similar to, or slightly less than, wind speeds under existing conditions. Cumulative development would eliminate all five of the project exceedances and two of the existing exceedances of the pedestrian-comfort criterion. There would be a total of six exceedances, compared to 12 exceedances to both the existing and with-project scenarios. Thus, as the project vicinity becomes more built out with high-rise buildings, wind speeds would generally decrease in the vicinity, since the larger number of buildings of comparable height and bulk would tend to minimize the effects of one or two buildings rising above their surroundings and redirecting strong winds to ground level.

C. AREAS OF CONTROVERSY AND ISSUES TO BE RESOLVED

There are no apparent areas of controversy surrounding the proposed project.

The Planning Commission (or Board of Appeals or Board of Supervisors on appeal) will decide whether to approve or disapprove the proposed project after review and certification of the EIR. In selecting or rejecting project alternatives, decision makers may also use other information in the public record.

As with all projects, the project design will continue to evolve as the sponsor makes refinements and receives input from the Planning Department and Planning Commission. The project is analyzed in this EIR at a level of analysis sufficiently broad to permit these refinements without necessarily triggering new environmental review, yet in sufficient detail to identify specific potential physical effects on the environment. Subsequent changes in the project will be evaluated to ensure that they would not cause new or substantially more severe environmental impacts.

D. MAIN MITIGATION MEASURES (p. 57)

MEASURES PROPOSED AS PART OF THE PROJECT

- A.1 The project sponsor would require the construction contractor to use pre-drilled piles where soil conditions permit, and state-of-the-art noise shielding and muffling devices on construction equipment.
- B.1 The project sponsor would require the contractor(s) to sprinkle demolition sites with water during demolition, excavation and construction activity twice daily; sprinkle unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover debris, soil, sand or other such material being hauled on trucks; and sweep surrounding streets during demolition and construction at least once per day to reduce particulate emissions. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose.
- D.1 The project sponsor would ensure that the construction contractor limits the amount of excavation, and handles and disposes of excavated soils properly. Soil excavated for offsite disposal or use shall be characterized for the specific constituents of concern based on the requirements of the accepting facility or party; this characterization should be performed on a representative volume of stockpiled soil. Soil affected by gasoline shall be segregated from clean excavated soil, allowed to aerate according to local guidelines, and disposed offsite at an approved facility. In addition, in regards to the soil and groundwater impact from the offsite source(s) of petroleum hydrocarbons such as diesel and gasoline, the project sponsor may wish to pursue cost recovery efforts and involve the City and County of San Francisco Department of Public Health's Local Oversight Program. Conditions imposed by the Department of Public Health would require dust control measures to ensure "no visible dust" emissions, covering of soil stockpiles, rain water runoff control, and designation of a person with the authority to stop work at any time if a release of contaminated soil occurs or is threatened.
- D.2 The project sponsor would ensure that building surveys for asbestos, PCB-containing equipment (including elevator equipment), hydraulic oils, fluorescent lights, and lead-based paint are performed prior to the start of demolition. Any hazardous materials so discovered would be abated according to federal, state, and local laws and regulations.
- E.1 Given the location and magnitude of excavation proposed, and the likelihood that archaeological resources would be encountered on the project site, the sponsor has agreed to retain the services of an archaeologist. The archaeologist would carry out a pre-excavation testing program to better determine the probability of finding cultural and historical remains. The testing program would use a series of mechanical, exploratory borings or trenches and/or other testing methods determined by the archaeologist to be appropriate.

If, after testing, the archaeologist determines that no further investigations or precautions are necessary to safeguard potentially significant archaeological resources, the archaeologist would submit a written report to the Environmental Review Officer (ERO), with a copy to the project sponsor. If the archaeologist determines that further investigations or precautions are necessary, he/she shall consult with the ERO and they shall jointly determine what additional procedures are necessary to minimize potential effects on archaeological resources.

These additional mitigation measures would be implemented by the project sponsor and might include a program of on-site monitoring of all site excavation, during which the archaeologist would record observations in a permanent log. The monitoring program, whether or not there are finds of significance, would result in a written report to be submitted first and directly to the ERO, with a copy to the project sponsor. During the monitoring program, the project sponsor would designate one individual on site as his/her representative. This representative would have the authority to suspend work at the site to give the archaeologist time to investigate and evaluate archaeological resources should they be encountered.

Should evidence of cultural resources of potential significance be found during the monitoring program, the archaeologist would immediately notify the ERO, and the project sponsor would halt any activities which the archaeologist and the ERO jointly determine could damage such cultural resources. Ground disturbing activities which might damage cultural resources would be suspended for a total maximum of four weeks over the course of construction.

After notifying the ERO, the archaeologist would prepare a written report to be submitted first and directly to the ERO, with a copy to the project sponsor, which would contain an assessment of the potential significance of the find and recommendations for what measures should be implemented to minimize potential effects on archaeological resources. Based on this report, the ERO would recommend specific additional mitigation measures to be implemented by the project sponsor. These additional mitigation measures might include a site security program, additional on-site investigations by the archaeologist, and/or documentation, preservation, and recovery of cultural material.

Finally, the archaeologist would prepare a report documenting the cultural resources that were discovered, an evaluation as to their significance, and a description as to how any archaeological testing, exploration and/or recovery program was conducted.

Copies of all draft reports prepared according to this mitigation measure would be sent first and directly to the ERO for review. Following approval by the ERO, copies of the final report(s) would be sent by the archaeologist directly to the President of the Landmarks Preservation Advisory Board and the Northwest Information Center of the California Historical Resources Information System at Sonoma State University. Three copies of the final archaeology report(s) shall be submitted to the Office of Major Environmental Analysis, accompanied by copies of the transmittals documenting distribution to the President of the Landmarks Preservation Advisory Board and the Northwest Information Center.

E. ALTERNATIVES TO THE PROPOSED PROJECT (p. 62)

ALTERNATIVE A: NO PROJECT

This alternative would entail no change to the site, which would remain in its existing condition. The existing 562-572 Mission Street building would not be demolished, nor would the existing parking lot be removed. The existing building is assumed to continue to be occupied by office and retail space, and the parking lot would continue in operation as at present.

This alternative would result in no increase in vehicle travel or transit use, as would occur with implementation of the proposed project. There would be no project-specific effects on intersection conditions, transit use, parking, loading, or pedestrian or bicycle traffic. (These impacts all would be

less-than-significant with the project.) Under the No Project alternative, there would be no project effect on shadows or wind speeds on surrounding streets, sidewalks, and publicly accessible open spaces. Conditions in the immediate future would be reflective of conditions described in the setting sections of this report. Other less-than-significant effects described in the Initial Study, including emissions of criteria air pollutants, generation of noise and vibration during construction, potential discovery of subsurface cultural resources during excavation, and demolition of the existing 562-572 Mission Street building, among other impacts, would not occur with this alternative.

The No Project Alternative would be environmentally superior to the project because it would avoid the environmental impacts of the project. However, as noted in Chapters IV and V, the proposed project would result in no project-specific significant effects, nor make a considerable contribution to cumulative impacts. The No Project Alternative would not meet any of the project objectives, nor, in contrast to the project, promote many of the Downtown Plan objectives and policies.

ALTERNATIVE B: BULK LIMIT COMPLIANCE; TWO LEVELS OF PARKING

This alternative would involve demolition of the existing building at 562-572 Mission Street and construction of a new office building of approximately the same square footage as the proposed project. However, this alternative would meet the bulk requirements of Planning Code Section 270(d) by constructing an eight-story base that would occupy the entire project site and a tower that would be more slender and have smaller floor plates than that proposed with the project and would include the required setbacks. At 32 stories and 433 feet to the top of the mechanical penthouse, this alternative would be about 6 feet taller than the project. Open space would be provided in a rooftop sun terrace on the 102-foot-tall building base, along Anthony Street, rather than at ground level as with the project. This alternative would have two levels of subsurface parking, with about 215 valet spaces, compared to 330 valet spaces with the project and 250 on-site spaces at present. Like the project, Alternative B would provide three Code-complying loading spaces on Anthony Street and seven service vehicle spaces in the basement garage and would meet the Planning Code off-street freight loading requirement. Unlike the project, this alternative would not require an exception to the Planning Code bulk requirements.

Because it would occupy the same site and would include virtually the same development program as would the proposed project, Alternative B would have similar impacts to those of the project. However, this alternative would have a parking shortfall of about 125 spaces, compared to a shortfall of about 10 spaces with the project. San Francisco General Plan policies emphasize the importance of public transit use and discourage the provision of facilities that encourage automobile use. Therefore, a parking shortfall would not be considered a significant effect. The incremental effect on travel patterns would not markedly change traffic or transit impacts of this alternative, compared to those of the project, and impacts on traffic and transit, air quality, and population and employment would be less-than-significant, with mitigation included in the project.

Regarding impacts related to the configuration of the building, Alternative B would have lesser wind impacts, compared to those of the proposed project, with lower wind speeds at 14 of 15 locations tested, compared to winds with the project. Winds would decrease, compared to the project, by up to 6 mph on Jessie Street and up to 2 mph on Mission Street. At the 15 test locations, this alternative would eliminate six of 10 wind speed exceedances of the pedestrian comfort criterion that would occur with the project. Like the project, this alternative would require an exception from the requirements of Planning Code Section 148, as it would not eliminate existing wind speed exceedances of the pedestrian comfort criterion.

Shadow effects of this alternative would be incrementally less than those of the proposed project, since the more slender tower would cast less shadow at any given time. Like the project, this alternative would not add shadow to Union Square or other public open space subject to Planning Code Section 295, or to Yerba Buena Gardens. Shadow effects would be less-than-significant.

This alternative would appear more massive to pedestrians than the project, since the base of the building would be taller and would occupy the entire site. From a distance, visual effects would be similar to those of the project, and would be less-than-significant. Other effects described in the Initial Study would also be the same as or similar to those of the project, because the development program and location of the building would be the same; all impacts would be less-than-significant, with mitigation included in the project.

This alternative would not meet most of the project sponsor's objectives, including provision of large, efficient floor plates, provision of a large, publicly accessible, ground-level open space, and constructing a distinctive glass curtain wall building that would be in harmony with other development in the area.

ALTERNATIVE C: BASIC FLOOR AREA RATIO (NO TDRS)

This alternative would demolish the existing building at 562-572 Mission Street and construct a new office building with approximately 360,000 square feet of gross floor area, based on the maximum basic floor area ratio of 9.0:1. This alternative would construct a building approximately 20 stories (275 feet) tall. Open space would be at ground level, similar to but smaller than that proposed with the project. This alternative would include a single level of below-grade parking, with approximately 115 valet spaces. Two freight loading spaces would be provided, with access from Anthony Street, and four service vehicle spaces would be included in the basement garage, which would comply with the Planning Code requirement for off-street freight loading.

Impacts related to the intensity of development, such as traffic generation, parking demand, and air quality emissions, would be less intensive than those of the project; these effects would be less-than-significant. As with Alternative B, this alternative would not fully meet its parking demand, but this impact would not be considered significant. Alternative C would generate fewer vehicle and transit trips than would the project. However, the incremental difference in travel patterns would not change traffic or transit levels of service, compared to those of the project.

Wind effects would be generally similar to those of the project, if no substantial setbacks were included above the base, and more like those of Alternative B, with setbacks in the design of this alternative. Like the project and Alternative B, this alternative would be expected to require an exception from the requirements of Planning Code Section 148, as it would not eliminate existing wind speed exceedances of the pedestrian comfort criterion. Shadow effects would be less than those of the proposed project, since the smaller tower would cast shadows over less ground. Like the project, this alternative would not add shadow to Union Square or any other Section 295 open space or to Yerba Buena Gardens; shadow effects would be less-than-significant, as with the project.

Of effects described in the Initial Study, those related to the location of the project (biology, geology/topography, water, energy, hazards, archaeological resources, and historic architectural resources) would be the same as or similar to those of the project; all impacts would be less-than-significant, with mitigation included in the project. Effects related to population and employment, construction noise, and utilities and public services would be incrementally less intensive than with the project, and all would be less-than-significant, as with the project.

This alternative would not meet two of the project sponsor's objectives: provision of large, efficient floor plates, and constructing a distinctive glass curtain wall building that would be in harmony with other development in the area. Compared to the project, this alternative would also provide less Class A office space where the Downtown Plan indicates the largest and tallest buildings should be located, and provide less open space.

Other than the No Project Alternative, this alternative could be considered environmentally superior, given that its effects would be incrementally less than those of the project and Alternative A. However, as noted in Chapters IV and V, the proposed project would not generate any significant environmental effects, nor would it make a considerable incremental contribution to cumulative impacts.

CHAPTER II

PROJECT DESCRIPTION

A. SITE LOCATION AND PROJECT CHARACTERISTICS

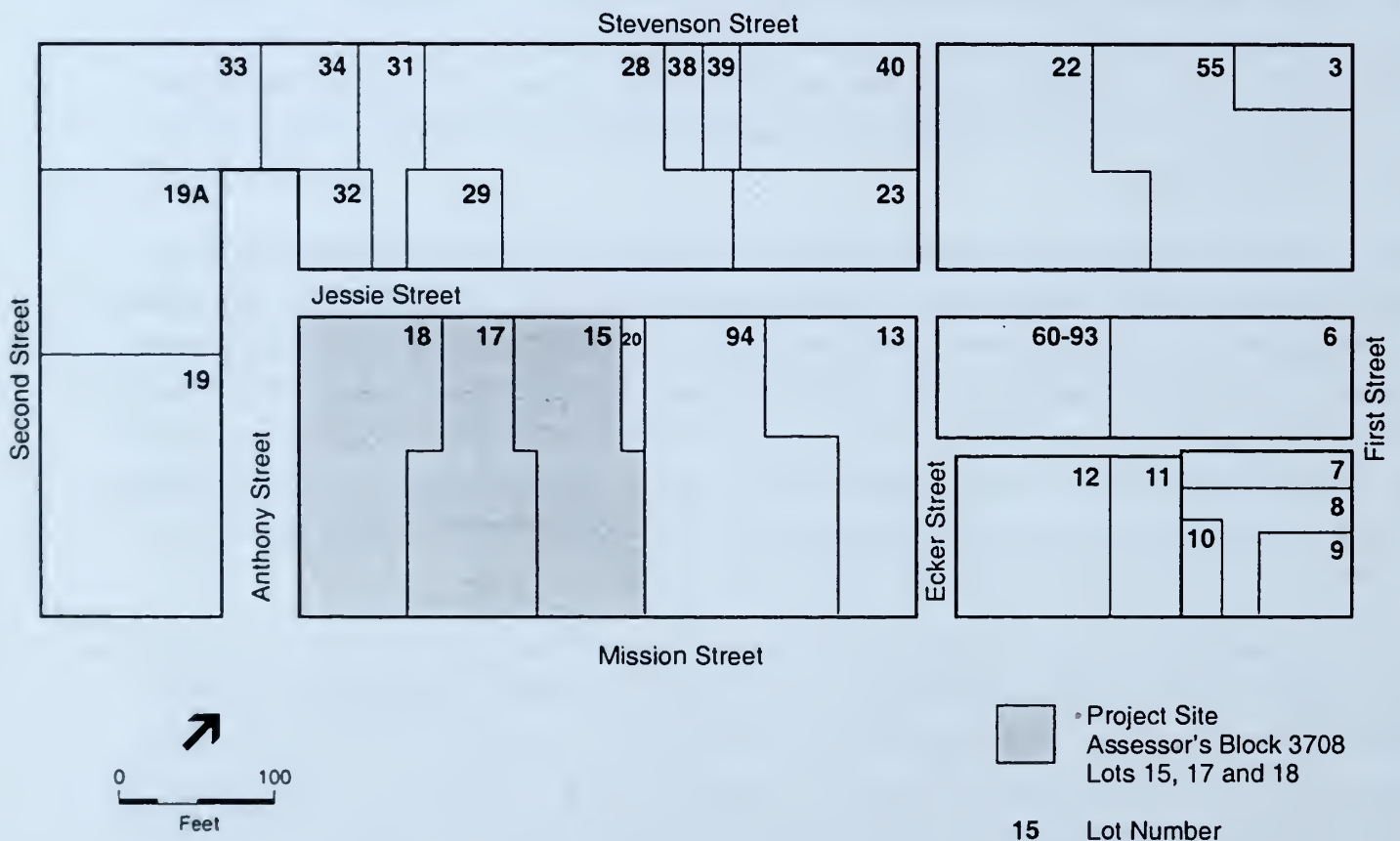
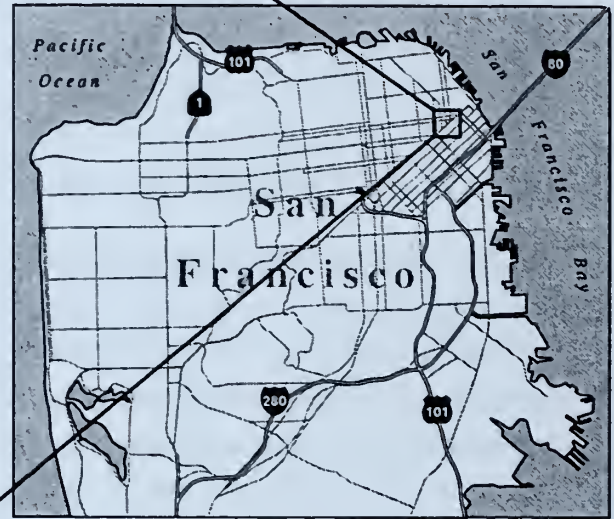
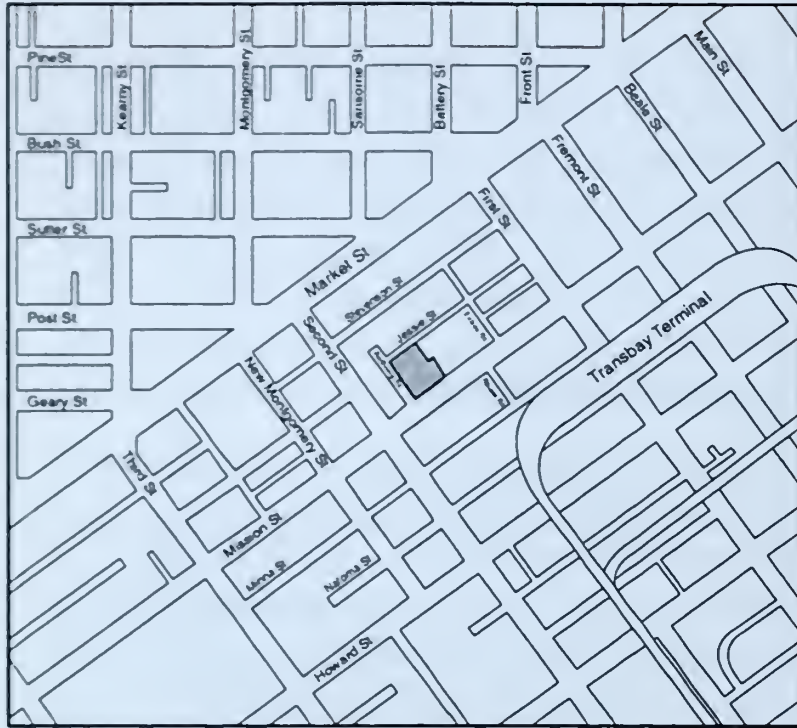
The project site is located on Mission and Jessie Streets, between Anthony Street to the west¹ and Golden Gate University to the east; the site is near the northeast corner of Second and Mission Streets (see Figure 1). The site consists of three contiguous parcels: Lots 15, 17 and 18 in Assessor's Block 3708, and is approximately 39,800 square feet in area. The center lot, Lot 17, is the only parcel that contains an existing building, a six-story office and retail structure at 562-572 Mission Street. Buildings on the other two parcels were demolished, one in 1966 and the other, in 1993, after the 1989 Loma Prieta earthquake. The existing six-story building is supported with exterior metal buttresses, installed following the earthquake, that extend across Lot 15. Basement levels of all three parcels connect and, together with the surface lot on Parcel 18, constitute one large parking lot that accommodates about 250 (primarily long-term) vehicles, with valet parking operation. Access to the existing parking lot is from Anthony Street. The project sponsor has entered into a long-term ground lease and has an option to purchase all three parcels.

The project site is located in downtown San Francisco within a C-3-O (Downtown Office) District, where "[t]he intensity of building development is the greatest in the City, resulting in a notable skyline symbolizing the area's strength and vitality."² The project sponsor, Hines Interests Limited Partnership, proposes to demolish the existing six-story building with buttresses and its basement, remove the other portions of the parking lot, and construct a 31-story, approximately 420-foot-tall, 660,000-gross-square-foot office building with below-grade parking garage and ground-level plaza and walkway. Including a proposed mechanical penthouse, which would be largely obscured from view by a louvered screen, the total height of the building would be about 426 feet above grade.

The project site is in two different height and bulk districts. Lot 18, the westernmost parcel of the project site, is within a 500-S Height and Bulk District. Lots 15 and 17 are within a 550-S Height and Bulk District. The new building would be sited such that it would be in both districts, hence the prevailing height limit would be 500 feet, which the project would meet. The bulk limit would be exceeded at the lower and upper portions of the tower as the building would have setbacks of no more than five feet as it

¹ For descriptive purposes, Market Street and streets parallel to it are considered to run east-west, while Second Street and streets parallel to it are considered to run north-south.

² San Francisco Planning Code, Section 210.3.



SOURCE: Environmental Science Associates; San Francisco Planning Department

Case No. 98.321E: 554 Mission Street (ESA 980269) ■

Figure 1
Project Location

risers to its approximately 420-foot height, rather than the greater setbacks that would be required, absent exceptions, under the Planning Code.

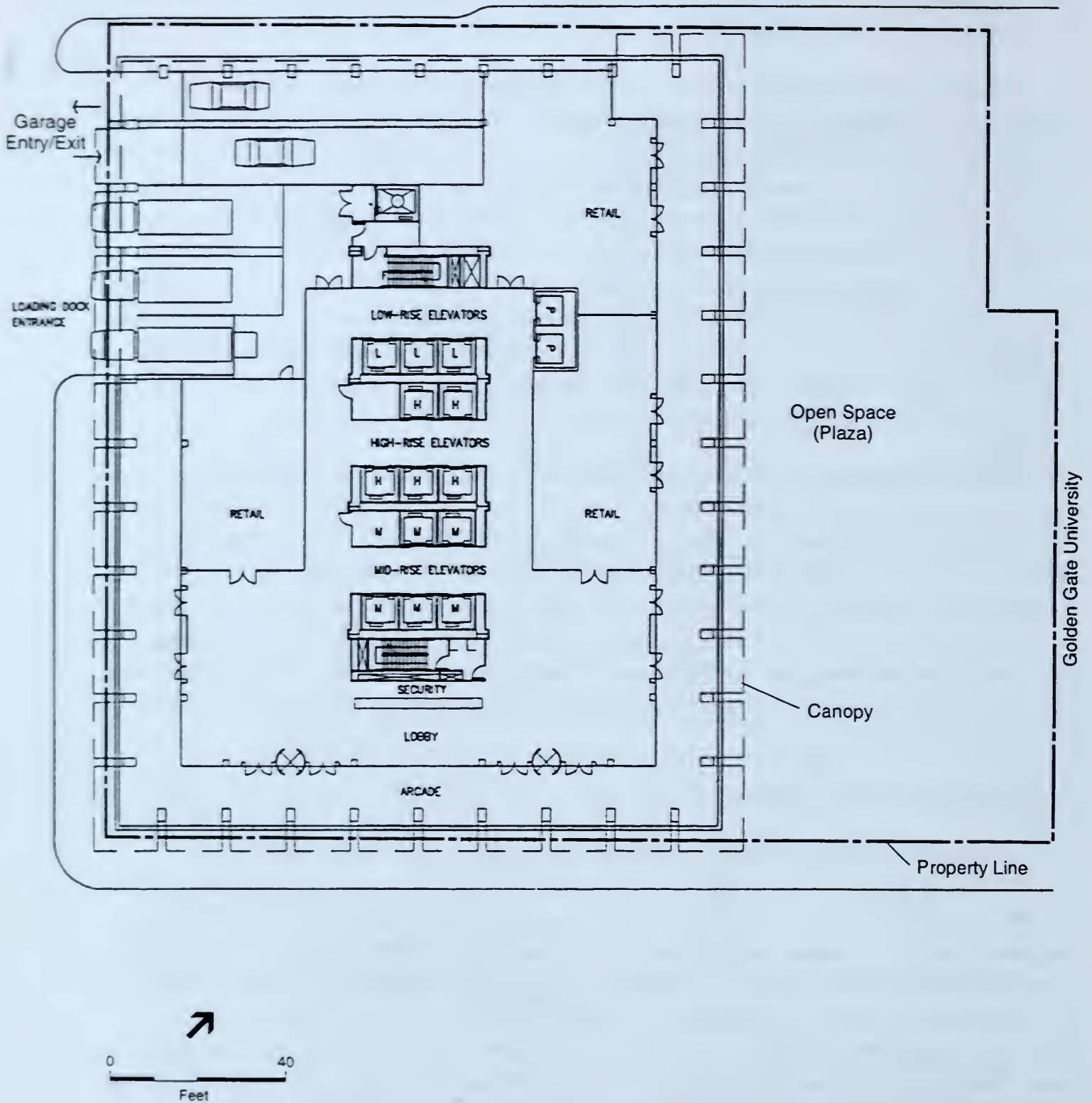
The new building would contain approximately 660,000 square feet of office space and about 5,000 square feet of ground floor retail space (see Figure 2). While specific retail tenants have not been identified, the first floor of the project would consist of “convenience retail” space (*i.e.*, retail stores that would be expected to serve primarily project building employees and nearby employees and residents). A 13,850-square-foot plaza would be constructed on the eastern portion of the project site, adjacent to Golden Gate University and across Jessie Street from the 71 Stevenson Street pedestrian plaza; an additional 5,835 square feet of open space would be provided in a pedestrian arcade at the base of the building on the east, south and west sides. Three off-street freight loading spaces would be provided with access from Anthony Street, and seven off-street service vehicle (van) loading spaces would be provided in the first two levels of a three-level basement parking garage. The parking garage would provide up to about 215 off-street parking spaces (or about 330 valet-service spaces).

Assuming valet operations are used in the new garage, the net increase in on-site parking spaces, compared to the existing lot, would be about 95 spaces. Parking would be priced in accordance with Section 155(g) of the Planning Code, which regulates the parking rate in the C-3 (Downtown) Use Districts so as to discourage long-term commuter parking.³ Access to the parking garage would be from Anthony Street, with a two-way ramp proposed at the northwest corner of the building. In accordance with Planning Code Sec. 155(i) and 155(j), the project would include 9 disabled-accessible parking spaces and 11 bicycle parking spaces. These spaces would be provided in the basement parking garage. The project would also comply with the requirements of Planning Code Sec. 155.3 to provide showers and lockers.

Project characteristics are summarized in Table 1, p. 15.

The existing structure, the approximately 65,000-square-foot D.N. & E. Walter Co. Building at 562-572 Mission Street, was constructed in 1919. It is about 85 feet tall to the parapet on Mission Street (about 80 feet to the roof) and is constructed of reinforced concrete with a brick facing. The building is designated Category V (unrated) under Article 11 of the San Francisco Planning Code, which addresses preservation of buildings and districts of architectural, historical, and aesthetic importance in the C-3 (Downtown) zoning districts. This building is not located within any of the downtown Conservation Districts, but is adjacent to the New Montgomery-Second Street Conservation District, across Anthony Street. Two retail businesses occupy the first floor (two other retail storefronts are currently vacant) and a variety of office uses occupy the upper five floors, including property management companies, entertainment media firms, architectural firms and security guard services.

³ Section 155(g) establishes the following pricing parameters: four hours of parking shall cost no *more* than four times the rate charge for the first hour, and eight or more hours of parking shall cost no *less* than 10 times the rate charge for the first hour. This section further states that no discounted parking rate shall be permitted for weekly, monthly or similar time-specified periods.



SOURCE: Cesar Pelli & Associates, Inc.

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Figure 2
Ground Floor Plan

TABLE 1
PROJECT CHARACTERISTICS AND PLANNING CODE COMPLIANCE

PROPOSED USE	DESCRIPTION	GROSS SQUARE FEET	GROSS FLOOR AREA ^a
Office	30 stories	660,000 sq. ft.	660,000 sq. ft.
Retail	Ground floor (part)	5,000 sq. ft.	0
Parking ^b	215 spaces	71,100 sq. ft.	23,271 sq. ft.
Loading	3 spaces	2,200 sq. ft.	0
Lobby	--	7,200 sq. ft.	0
TOTAL	--	745,500 sq. ft.	683,271 sq. ft.
Site area		39,763 sq. ft.	
Open space			
Plaza		13,850 sq. ft.	
Pedestrian arcade		5,835 sq. ft.	
TOTAL		19,685 sq. ft.	

PARAMETER	PERMITTED	PROPOSED
Height ^c	500 / 550 feet	420 feet
Bulk: Lower Tower (103 feet ^d to 260 feet ^e in height) ^f		
Maximum horizontal dimension	160 feet	180 feet
Maximum diagonal dimension	190 feet	218 feet
Maximum average floor plate	17,000 sq. ft.	21,840 sq. ft.
Maximum floor size, any floor	20,000 sq. ft.	22,140 sq. ft.
Bulk: Upper Tower (above 260 feet in height) ^f		
Maximum horizontal dimension	130 feet	180 feet
Maximum diagonal dimension	160 feet	217 feet
Maximum average floor plate	12,000 sq. ft.	21,018 sq. ft.
Maximum floor size, any floor	17,000 sq. ft.	21,780 sq. ft.
Minimum volume reduction required in upper tower (compared to straight extension of lower tower)	40 percent	3.8 percent
Floor Area Ratio ^g	18.0:1	16.6:1 / 17.2:1

^a In gross square feet. Gross floor area excludes certain portions of the building, including accessory parking and loading space, mechanical and building storage space, ground-floor lobby space and 5,000 gross square feet of ground-floor "convenience" retail space.

^b Approximately 330 parking spaces would be provided if valet parking were offered, assuming 215 sq. ft. per space; excludes ramps. Portion of parking counted as gross floor area represents parking in excess of 7 percent of gross floor area of building; approval of this parking as a principal use would require Conditional Use Authorization. Alternatively, per Planning Code Sec. 102.9(b)(16), parking in excess of 7 percent of gross floor area may be counted as accessory parking if it is considered replacement for short-term parking lost to the project.

^c Proposed height excludes mechanical penthouse.

^d Building base height, measured according to the Planning Code, is 1.25 times the width of Mission Street (82.5 feet), or 103 feet.

^e Lower tower, measured according to the Planning Code, extends from top of base to approximately 260 feet.

^f Dimensions in excess of permitted maximums require exceptions under Planning Code Sections 309 and 272.

^g Basic permitted floor area ratio is 9.0:1; FAR of up to 18.0:1 is permitted with transfer of development rights, proposed as part of the project. FAR of 17.2:1 includes area of parking counted as gross floor area; see note b; if this area were excluded from gross floor area under Section 102.9(b)(16), FAR would be 16.6:1.

SOURCE: San Francisco Planning Code Section 270(d); Cesar Pelli & Associates

The new building would be a steel-frame structure with a glass curtain wall. Exterior materials would include a combination of painted aluminum mullions and transparent glass that is intended by the architect to recall early 20th century curtain wall construction such as the Hallidie Building at 130-150 Sutter Street, while also being complementary to nearby modern high-rise buildings. Figure 3, p. 17, shows the proposed Mission Street (south) elevation, while Figure 4, p. 18, shows the proposed elevation as it would be viewed from the project plaza, to the east. As currently designed, the building would have lobby entrances on Mission and Anthony Streets and lobby access to the plaza on the east side of the building. Additional entrances from the plaza would provide direct access to most of the retail space; all of the retail space would be accessible from the lobby. The off-street loading docks would be accessible from Anthony Street. Access to the parking garage would also be from Anthony Street, at the corner of Jessie Street. The building would cover about 63 percent of the combined three-lot site.

Excavation would be required for construction of the parking garage and building foundation system, which would remove up to approximately 57,400 cubic yards of soil. Construction would require pile driving.

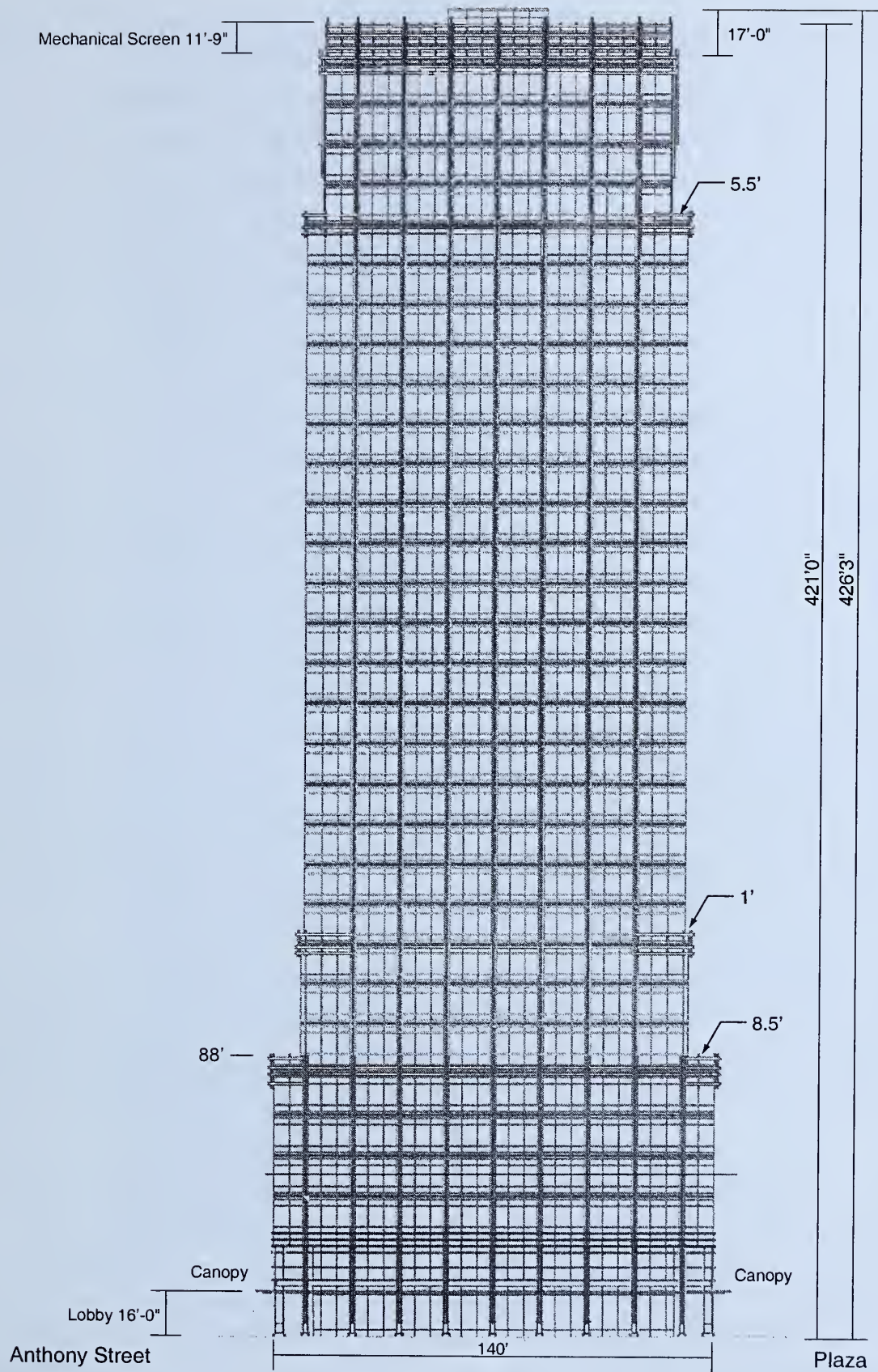
The project would involve purchase and use of Transferable Development Rights (TDRs) from other parcel(s) in the C-3 Districts. The project's floor area ratio (FAR) would be either 16.6:1 or 17.2:1, which is below the maximum permitted FAR of 18:1 in the C-3-O District when a project sponsor uses TDRs (see Table 1, p. 15, notes b and g).

Project construction would take about 24 months, including demolition of the existing structure and the existing surface and below-grade parking lots, with occupancy planned for fall 2001. Construction cost, including demolition, is estimated at \$80 million. The project architect is Cesar Pelli & Associates, Inc, in association with Kendall/Heaton Associates.

B. PROJECT SPONSOR'S OBJECTIVES

The project sponsor desires to take full advantage of the opportunities afforded by the size and location of the site to achieve the following objectives:

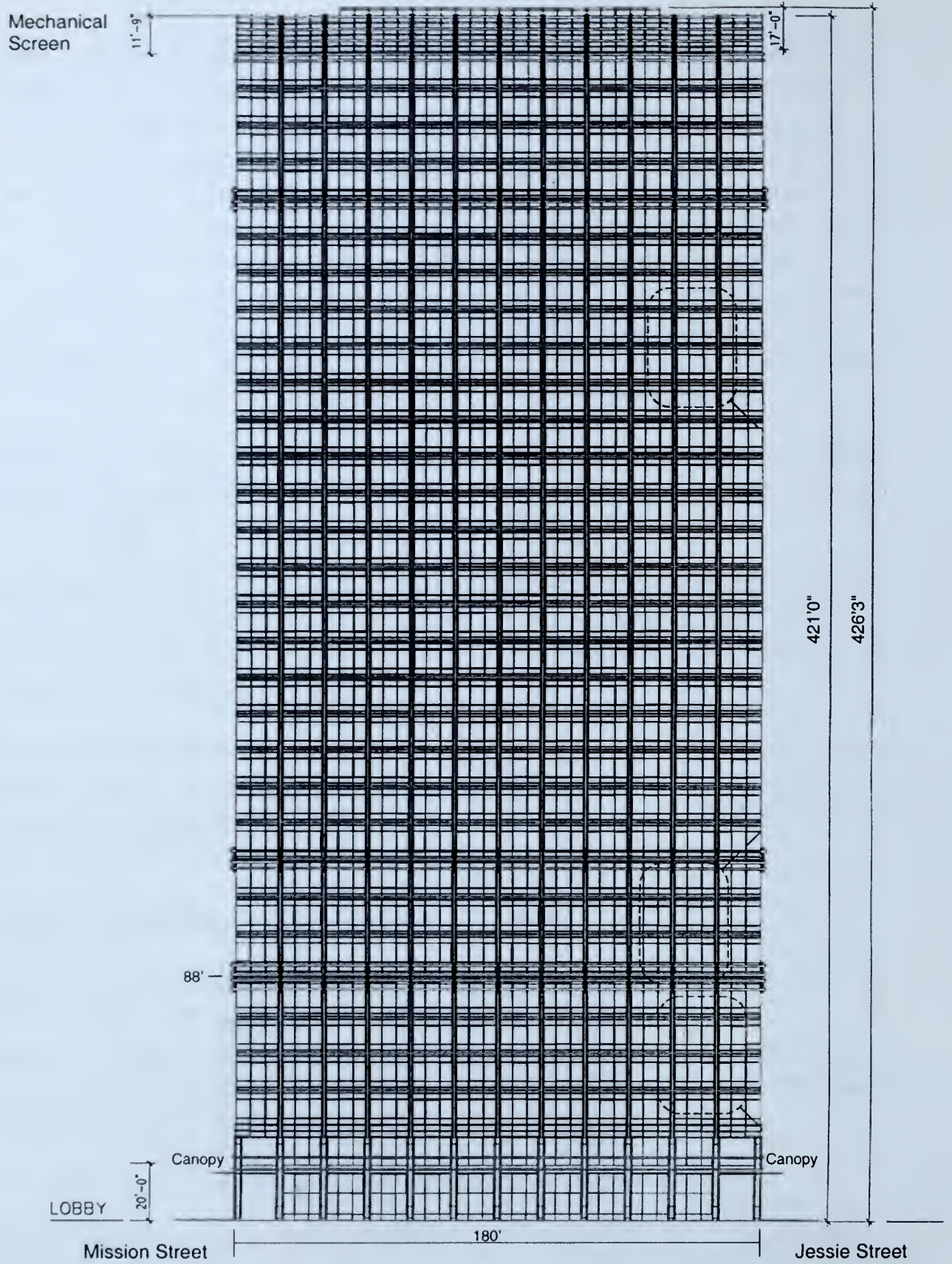
- 1) To provide a substantial amount of new Class A office space where the Downtown Plan indicates the largest and tallest buildings should be concentrated in order to supply adequate office space for commerce in a compact downtown core served by mass transit;
- 2) To help meet the demand for large, efficient floor plates;
- 3) To provide a large, publicly accessible, ground-level usable open space that will serve as a key link within the downtown pedestrian network in an area identified in the Downtown Plan as deficient in open space; and
- 4) To construct a distinctively designed, richly detailed, transparent glass curtain wall building of high architectural quality that will harmonize with, but soften the perception of, existing and planned development in the area.



SOURCE: Cesar Pelli & Associates, Inc.

Case No. 98.321E: 554 Mission Street (ESA 980269) ■

Figure 3
Mission Street Elevation



SOURCE: Cesar Pelli & Associates, Inc.

Case No. 98.321E: 562 Mission Street (ESA 980269) ■

Figure 4
East (Plaza) Elevation

C. PROJECT APPROVAL REQUIREMENTS AND GENERAL PLAN POLICIES

This EIR will undergo a public comment period as noted on the cover, including a public hearing before the Planning Commission on the Draft EIR. Following the public comment period, responses to written and oral comments will be prepared and published in a Draft Summary of Comments and Responses document. The Draft EIR will be revised as appropriate and, with the Draft Summary of Comments and Responses, presented to the Planning Commission for certification as to accuracy, objectivity, and completeness. No approvals or permits may be issued before the Final EIR is certified.

APPROVALS

The project is located within the boundaries of the Downtown Plan, an Area Plan of the San Francisco General Plan. The Downtown Plan is the policy document that guides growth and development in San Francisco's downtown area. Centered on Market Street, the Plan covers an area roughly bounded by Van Ness Avenue to the west, The Embarcadero to the east, Folsom Street to the south, and the northern edge of the Financial District to the north. The Plan contains objectives and policies that address the following issues: provision of space for commerce, housing, and open space; preservation of the past; urban form; and movement to, from, and within the downtown area (transportation). The Downtown Plan was intended to manage growth in this area, including maintaining a compact downtown core and directing growth to areas with developable space and easy transit accessibility so downtown would "encompass a compact mix of activities, historical values, and distinctive architecture and urban forms that engender a special excitement reflective of a world city" (Downtown Plan, p. II.1.1). The Downtown Plan limits growth in the traditional downtown, centered in the Financial District, by adjusted height limits and FARs (floor area ratios). The Plan does, however, identify specific South of Market areas, which include the proposed project site, for high-rise office development.

The San Francisco Planning Code implements the San Francisco General Plan, and governs permitted uses, densities and configurations of buildings within San Francisco. The Planning Code incorporates by reference the City Zoning Maps. Permits to construct new buildings or to alter or demolish existing ones may not be issued unless the proposed project conforms to the Planning Code or an exception is granted pursuant to provisions of the Code.

The project is within a C-3-O (Downtown Office) District. The Planning Code states that the C-3-O District, "playing a leading national role in finance, corporate headquarters and service industries, and serving as an employment center for the region, consists primarily of high-quality office development. The intensity of building development is the greatest in the City, resulting in a notable skyline symbolizing the area's strength and vitality" (Section 210.3). In the C-3-O (Downtown Office) District, the basic permitted floor area ratio (FAR) is 9:1.⁴ However with the transfer of development rights (TDR), a developer can transfer the FAR from a site containing a qualifying historic structure to a proposed project site, allowing a floor area ratio as high as 18:1. As an office building, the proposed

⁴ Floor area ratio is the ratio of gross floor area to the area of the lot.

project is a principal permitted use in the C-3-O District. It would also be within the floor-area-ratio of 18:1 permitted in the C-3-O District when a developer uses transferred development rights (Section 123(c)(1)).

Most of the project site (Lots 15 and 17) is located within the 550-S Height and Bulk District; the far western portion of the site (Lot 18) is within the 500-S Height and Bulk District. The 550-S District permits buildings up to 550 feet in height, with setbacks required, absent bulk limit exceptions, above the base (generally above a streetwall height up to 1.25 times the width of the widest abutting street or 50 feet, whichever is more). Likewise, the 500-S District permits buildings to a height of up to 500 feet, with setbacks above the base. The project would be within the height limit of the 500-S District, but would require exceptions from the bulk limits (see Table 1, p. 15).

As proposed, the project would be a tower of essentially the same bulk from the top of the building base to the 28th story. There would be setbacks from the east and west of 8½ feet above the 88-foot-tall base⁵ and 5 feet at the 28th story, and there would also be a 1-foot setback at the 10th story. The building would have no setbacks from the north and south. The project would therefore exceed the limits established in Planning Code Section 270(d) for floor plates and horizontal dimensions of the tower (see Table 1, p. 15).

Section 309 of the Planning Code, Permit Review in C-3 Districts, governs the review of project authorization and building and site permit applications in C-3 Districts. The project would require Planning Commission review and approval under Section 309, because construction of the project would exceed 50,000 gross square feet and because the sponsor seeks exceptions, pursuant to Section 309, to the following Code sections: Section 148, ground-level wind current requirements, if it is determined that the project would not reduce existing wind speed exceedances of the pedestrian comfort level criterion; and Sections 270 and 272, bulk requirements, because the project would exceed bulk limits above the building's base. Section 309 also permits the imposition of certain conditions in regard to such matters as a project's siting and design; views; parking, traffic and transit effects; energy consumption; pedestrian environment; and other matters.

Because the building would exceed 40 feet in height, the project would also be subject to Planning Code Section 295 (shadow on certain public open spaces). Shadow effects are discussed in Section III.D.

As an office project, the project would also be subject to Planning Code Section 321 – Office Development: Annual Limit, and certain other Planning Code sections: Section 138, open space requirements; Section 138.1, pedestrian streetscape improvements; Section 139, downtown park fees; Section 143, street trees; Section 149, public art requirements; Section 163, transportation management and transportation brokerage services; Section 164, San Francisco Resident Placement and Training Program; Section 165, child care plans and child-care brokerage; Section 313 et. seq., the Office

⁵ The building is designed with a base about 88 feet tall (see Figures 3 and 4). However, for purposes of the bulk limits in the Planning Code, the top of the "base" would be at a height of about 103 feet, based on 1.25 times the width of Mission Street (Planning Code Sec. 270(b)(1)).

Affordable Housing Production Program; Section 314 et. seq. (proposed to be renamed the Jobs-Housing Linkage Program), and child care provision fees; as well as transit development impact fees under Article 38 of the Administrative Code. The project would also require approval of demolition and building permits by the Department of Building Inspection.

If the floor area used for off-street parking exceeds 7 percent of the building's gross floor area, the project would also require Conditional Use Authorization under Planning Code Sections 303 and 157, unless the Planning Commission requires the project sponsor to replace the existing parking spaces displaced by the building under Planning Code Sections 102.9(b)(16) and 309.

Environmental plans and policies, like the Bay Area Air Quality Management District's *1997 Clean Air Plan*, directly address physical environmental issues and/or contain standards or targets that must be met in order to preserve or improve specific components of the City's physical environment. The proposed project would not obviously or substantially conflict with any such adopted environmental plan or policy.

On November 4, 1986, the voters of San Francisco passed Proposition M, the Accountable Planning Initiative, which established eight Priority Policies under Planning Code Section 101.1. These policies are: preservation and enhancement of neighborhood-serving retail uses; protection of neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles; protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; earthquake preparedness; landmark and historic building preservation; and protection of open space. Prior to issuing a permit for any project which requires an Initial Study under the *California Environmental Quality Act* (CEQA), or adopting any zoning ordinance or development agreement, the City is required to find that the proposed project or legislation is consistent with the Priority Policies. The motion by the Planning Commission approving or disapproving the project will contain the analysis determining whether the project is in conformance with the Priority Policies.

GENERAL PLAN

The Planning Commission would review the project in the context of applicable objectives and policies of the San Francisco General Plan. The General Plan, which provides general policies and objectives to guide land use decisions, contains some policies that relate to physical environmental issues. In general, potential conflicts with the General Plan are considered by the decisions-makers (normally the Planning Commission) independently of the environmental review process, as part of the decision to approve, modify or disapprove a proposed project. Any potential conflict not identified here could be considered in that context, and would not alter the physical environmental effects of the proposed project. Some of the key objectives and policies of the General Plan are noted here:

DOWNTOWN PLAN

- Objective 1, Policy 1, to “Encourage development which produces substantial net benefits and minimizes undesirable consequences. Discourage development which has substantial undesirable consequences which cannot be mitigated.”
- Objective 2, Policy 1, to “Encourage prime downtown office activities to grow as long as undesirable consequences of such growth can be controlled.”
- Objective 2, Policy 2, to “Guide the location of office development to maintain a compact downtown core and minimize displacement of other uses.”
- Objective 3, Policy 4, to “Limit the amount of downtown retail space outside the retail district to avoid detracting from its economic vitality.”
- Objective 3, Policy 5, to “Meet the [retail] convenience needs of daytime downtown workers.”
- Objective 5, to “Retain a diverse base of support commercial activity in and near downtown.”
- Objective 5, Policy 1, to “Provide space for support commercial activities within the downtown and in adjacent areas.”
- Objective 9, to “Provide quality open space in sufficient quantity and variety to meet the needs of downtown workers, residents, and visitors.”
- Objective 9, Policy 1, to “Require usable indoor and outdoor open space, accessible to the public, as part of new downtown development.”
- Objective 9, Policy 2, to “Provide different kinds of open space downtown.”
- Objective 9, Policy 4, to “Provide a variety of seating arrangements in open spaces throughout downtown.”
- Objective 10, to “Assure that open spaces are accessible and usable.”
- Objective 10, Policy 2, to “Encourage the creation of new open spaces that become a part of an interconnected pedestrian network.”
- Objective 10, Policy 3, to “Keep open space facilities available to the public.”
- Objective 10, Policy 4, to “Provide open space that is clearly visible and easily reached from the street or pedestrian way.”
- Objective 10, Policy 5, to “Address the need for human comfort in the design of open spaces by minimizing wind and maximizing sunshine.”
- Objective 12, Policy 3, to “Design new buildings to respect the character of older development nearby.”

- Objective 13, Policy 1, to “Relate the height of buildings to important attributes of the city pattern and to the height and character of existing and proposed development.”
- Objective 13, Policy 4, to “Maintain separation between buildings to preserve light and air and prevent excessive bulk.”
- Objective 14, Policy 1, to “Promote building forms that will maximize the sun access to open spaces and other public areas.”
- Objective 14, Policy 2, to “Promote building forms that will minimize the creation of surface winds near the base of buildings.”
- Objective 15, Policy 1, to “Ensure that new facades relate harmoniously with nearby facade patterns.”
- Objective 15, Policy 2, to “Assure that new buildings contribute to the visual unity of the city.”
- Objective 15, Policy 3, to “Encourage more variation in building facades and greater harmony with older buildings through use of architectural embellishments and bay or recessed windows.”
- Objective 16, Policy 1, to “Conserve the traditional street to building relationship that characterizes downtown San Francisco.”
- Objective 16, Policy 2, to “Provide setbacks above a building base to maintain the continuity of the predominant streetwalls along the street.”
- Objective 16, Policy 3, to “Maintain and enhance the traditional downtown street pattern of projecting cornices on smaller buildings and projecting belt courses on taller buildings.”
- Objective 16, Policy 4, to “Use designs and materials and include activities at the ground floor to create pedestrian interest.”
- Objective 16, Policy 5, to “Encourage the incorporation of publicly visible art works in new private development and in various public spaces downtown.”
- Objective 19, Policy 1, to “Include facilities for bicycle users in governmental, commercial, and residential developments.”
- Objective 21, Policy 1, to “Provide off-street facilities for freight loading and service vehicles on the site of new buildings sufficient to meet the demands generated by the intended uses. Seek opportunities to create new off-street loading for existing buildings.”
- Objective 21, Policy 2, to “Discourage access to off-street freight loading and service vehicle facilities from transit preferential streets, or pedestrian-oriented streets and alleys.”
- Objective 23, to “Reduce hazards to life safety and minimize property damage and economic dislocations resulting from future earthquakes.”

- Objective 23, Policy 2, to “Initiate orderly abatement of hazards from existing buildings and structures, while preserving the architectural and design character of important buildings.”

COMMERCE AND INDUSTRY ELEMENT

- Objective 2, to “Maintain and enhance a sound and diverse economic base and fiscal structure for the city.”
- Objective 2, Policy 1, to “Seek to retain existing commercial and industrial activity and to attract new such activity to the city.”

TRANSPORTATION ELEMENT

- Policy 30.5, to “In any large development, allocate a portion of the provided off-street parking for compact automobiles, vanpools, bicycles and motorcycles commensurate with standards that are, at a minimum, representative of the city’s vehicle population.”
- Policy 30.6, to “Make existing and new accessory parking available to nearby residents and the general public for use as short-term or evening parking when not being utilized by the business or institution to which it is accessory.”
- Objective 32, to “Limit parking in downtown to help ensure that the number of auto trips to and from downtown will not be detrimental to the growth or amenity of downtown.”
- Policy 32.1, to “Discourage new long-term commuter parking spaces for single-occupant automobiles in and around downtown. Limit the long-term parking spaces to the number that already exists.”
- Policy 40.1, to “Provide off-street facilities for freight loading and service vehicles on the site of new buildings sufficient to meet the demands generated by the intended uses. Seek opportunities to create new off-street loading facilities for existing buildings.”
- Policy 40.3, “Off-street loading facilities and spaces in the downtown area should be enclosed and accessible by private driveways designed to minimize conflicts with pedestrian, transit and automobile traffic.”

URBAN DESIGN ELEMENT

- Objective 1, Policy 3, to “Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.”
- Objective 2, Policy 6, to “Respect the character of older development nearby in the design of new buildings.”

COMMUNITY SAFETY ELEMENT

- Policy 2.1, to “Assure that new construction meets current structural and life safety standards.”

CHAPTER III

ENVIRONMENTAL SETTING AND IMPACTS

A. LAND USE

The Initial Study concluded that the project would not have adverse land use impacts. Land use setting information is included in the EIR for informational purposes, to orient the reader.

Land uses on, adjacent to and near the project site are primarily offices with ground-floor retail. The other major land use is educational: Golden Gate University occupies three buildings, including the building immediately east of the project site on Mission Street, and Leadership High School, a charter school within the San Francisco Unified School District, is located in temporary structures at Mission and Ecker Streets.

The project site is occupied by the six-story 562-572 Mission Street building and by a concrete ground-level and basement-level parking lot to the west, along the Anthony Street frontage, and a basement-level parking lot to the east, adjacent to Golden Gate University. The lower-level parking areas on either side of the 562-572 Mission Street building are connected through the basement of the building and together, with the surface lot on Anthony, are operated as a single parking lot. The 562-572 Mission Street building contains four retail storefronts on the first floor and, on the upper levels, office space for a range of businesses that includes architects, entertainment media companies, property management companies and security guard services.

Land use in the project vicinity is primarily devoted to offices and to other compatible uses, such as Golden Gate University. In the immediate site vicinity, high-rise buildings, with plazas and walkways, predominate along Market, Stevenson and Jessie Streets, between First and Second Streets. High-rise buildings near the proposed 31-story project include: a 38-story building at Market and First Streets (525 Market), a 21-story building at 555 Market Street, a 40-story building at 575 Market Street, a 30-story building at Market and Second Streets (595 Market), a 15-story building at 49 Stevenson Street, a 23-story building at 71 Stevenson Street, a 22-story building at Jessie and Ecker Streets (25 Ecker Square),⁶ and a 27-story building at 100 First Street, on the southwest corner of First and Mission Streets. An additional high-rise office building 27 stories tall is under construction at 101 Second Street at Mission, across Mission Street from the project site. Most of these buildings also have ground-floor retail and restaurant uses, with office space on the upper floors. A 48-story residential tower containing about 500 units ("The Century") is under construction just south of 101 Second Street, between Minna and Natoma Streets, east of Second Street. Finally, the Planning Commission approved a high-rise office

⁶ This building has 17 office floors and a five-story open atrium.

building in 1998 at One Second Street, and another high-rise office building in early 1999 at 524 Howard Street, near First Street, and the Redevelopment Agency Commission has approved a 450-foot-tall, 41-story residential tower on the northeast corner of Third and Mission Streets. There is no known construction schedule for the office projects, while construction of the residential tower is scheduled to begin in the fall of 1999. Also on the project block of Mission Street, between First and Second Streets, is Leadership High School, constructed of “portable” classroom structures. Figure 5 shows these nearby land uses.

The proposed project, a new office building of approximately 660,000 gross sq. ft., would result in an increase in intensity of land uses on the project site, given that the existing building is six stories covering one lot of the three-lot project site, while the new building would be 31 stories (plus mechanical penthouse) and cover two of the three lots, with the third lot devoted to open space. However, the project would not alter the general land use pattern of the immediate area, which includes several high-rise office buildings noted above. The project also would not disrupt or divide the neighborhood, since it would be developed within the existing block configuration.

B. VISUAL QUALITY

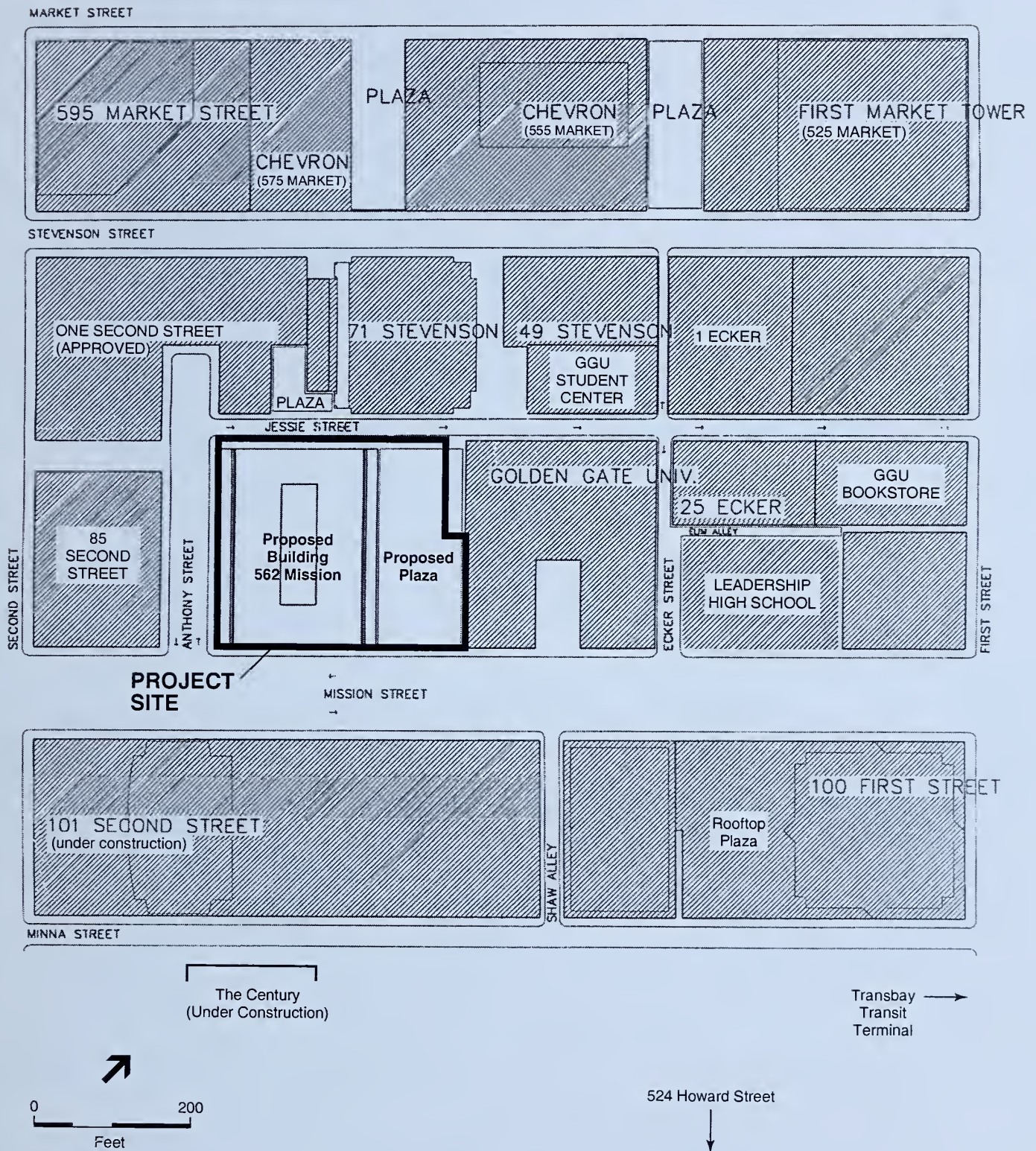
As stated in the Initial Study, the project would not result in significant impacts related to visual quality and urban design. However, the following informational discussion, drawn primarily from the Initial Study and supplemented with additional illustrations, is provided for purposes of placing the project in context for the reader.

SETTING

The existing 562-572 Mission Street building is about 85 feet tall (to the parapet on Mission Street) and is finished in red and beige-painted brick on its principal (Mission Street) facade and beige-painted brick on the other exterior walls (see Figures 4 and 5 of the Initial Study, pp. A.13 and A.14). The principal facade is divided into three parts. The lowest part, or base, below a brick belt course, consists of shops with contemporary awnings. The central part rises through five floors and consists of brick pilasters⁷ which frame five windowed bays that extend through the five upper floors. The upper part consists of several rows of stucco capping, topped by a red brick frieze and a projecting pressed metal cornice.

The remainder of the project site is unoccupied by buildings. To the west of the existing building is a surface and below-grade parking lot. To the east is the excavated basement of a former building, demolished in 1993. This basement level is also used for parking and is the location of two large steel buttresses that provide support to the 562-572 Mission Street building (see Figure 6, p. 28).

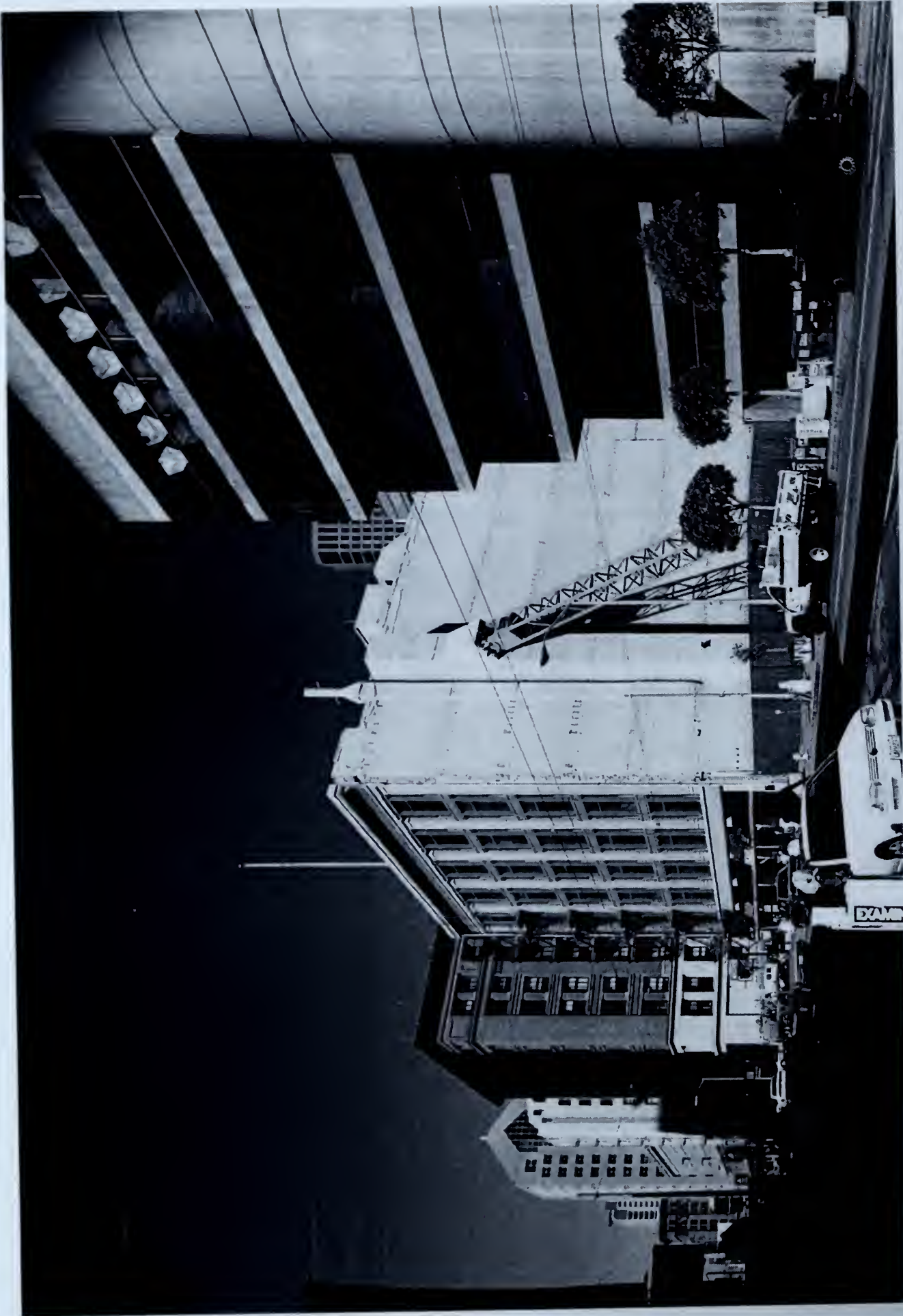
⁷ Pilaster = a rectangular column that projects outward slightly from the building facade.



SOURCE: Cesar Pelli & Associates, Inc.

Case No. 98.321E: 554 Mission Street (ESA 980269) ■

Figure 5
Nearby Land Uses



Case No. 98.321E: 554 Mission Street (ESA 980269) ■

Figure 6

View of Project Site from Mission Street and
Shaw Alley, Looking West

SOURCE: Michael Sechman & Associates



— Case No. 98.321E: 554 Mission Street (ESA 980269) ■

SOURCE: Michael Sechman & Associates

Figure 7
Photomontage from Mission Street and Shaw Alley



SOURCE: Michael Sechman & Associates

Case No. 98.321E: 554 Mission Street (ESA 980269) ■ **Figure 8**
View of Project Site from Mission Street at
Yerba Buena Gardens, Looking East



Case No. 98.321E: 554 Mission Street (ESA 980269) ■

Figure 9

Photomontage from Mission Street at
Yerba Buena Gardens

SOURCE: Michael Sechman & Associates



SOURCE: Michael Sechman & Associates

Case No. 98.321E: 554 Mission Street (ESA 980269) ■

Figure 10

View of Project Site from Essex Street
near Folsom Street, Looking North



SOURCE: Michael Sechman & Associates

Case No. 98.321E: 554 Mission Street (ESA 980269) ■

Figure 11

Photomontage from Essex Street near Folsom Street

East of the site is the main building of Golden Gate University, a modern concrete structure with brick accents and a series of overhanging levels, each closer to the street than the level below it. Because of the vacant sites to either side of the existing building, Anthony Street to the west of the site, and Ecker Street and the single-story temporary buildings of Leadership High School east of Golden Gate University, the project block on the north side of Mission Street, between First and Second Streets, does not possess the unbroken building wall that is typical of most of downtown San Francisco.

The project site is not readily visible in mid-range and long-range views because of surrounding development, except where streets provide view corridors (see Figure 8, p. 30, which shows the site viewed from the west on Mission Street at Yerba Buena Gardens). From Rincon Hill, the site appears amidst high-rise office development, including the under-construction project at 101 Second Street, across Mission Street (see Figure 10, p. 32).

IMPACTS

SIGNIFICANCE CRITERIA

San Francisco has no formally adopted significance criteria regarding visual quality and urban design. However, the project would have a significant effect on the environment if it would:

- substantially degrade or obstruct publicly accessible scenic views;
- substantially degrade the existing visual character or quality of the area, or result in a substantial, demonstrable negative aesthetic effect; or
- generate obtrusive light or glare that would adversely affect views or substantially affect other properties.

IMPACT ANALYSIS

The proposed project would result in a visual change, since it would demolish an existing six-story-plus-basement building and two adjacent parking areas, to construct one substantially larger 31-story (plus mechanical penthouse) building that would also include a three-level basement parking garage, and a ground level plaza (see Figure 7, p. 29).

Construction materials would include curtain walls of glass and metal. The architect intends that the building present a largely transparent facade, reminiscent of early 20th century curtain wall construction, exemplified by the Hallidie Building at 130-150 Sutter Street. The new building would also complement nearby modern high-rise buildings through its use of painted aluminum mullions on a facade relatively free of ornamentation. The project design would recall that of the Crown Zellerbach building at One Bush Street, although the project building, with its central elevator and mechanical core, would not repeat the Crown Zellerbach building's prominent unglazed elevator and mechanical core.

The proposed 420-foot-tall project would be of comparable height and bulk to other buildings in the immediate vicinity, north and east of the project site, and the two buildings (101 Second Street and The Century) under construction south of the project site, but substantially taller and larger than the existing building on the site and several existing buildings immediately across Mission Street. The project would be much taller than buildings along Second Street in the New Montgomery-Second Street Conservation District, and than remaining older buildings to the north on Stevenson Street, but comparable in height to 525, 575, and 595 Market Street, 71 Stevenson Street, 101 Second Street (under construction), The Century (under construction), and One Second Street (approved).

The project would be part of the growing number of high-rise buildings located south of Market Street in the vicinity of the Transbay Terminal. It would be four to five stories taller than high-rise office buildings to the south (100 First and 101 Second Streets, the latter under construction); of the six high-rises immediately north on Market and Stevenson Streets, noted on p. 25, the project would be taller than three of the buildings, shorter than two, and about the same height as the sixth. The project's tower would be somewhat larger in mass and bulk than other nearby buildings, except 525 Market Street, which has a typical floor plate about 25 percent larger than that of the proposed project.

With its distinctive glass facades, the proposed building would be differentiated from the other nearby structures, which are typically clad with a combination of masonry panels and glass. The glass facade would give the project a visually "lighter" appearance than its neighbors, which have facades that are primarily of masonry, and would thus add variety to mid- and long-range views of downtown. In addition, the project would include an outdoor landscaped plaza, accessible and visible from Mission Street. This plaza would be created on the eastern portion of the site, where there is now a below-grade parking area and a pair of structural buttresses that support the existing 562-572 Mission Street building. The project sponsor would seek an exception to the bulk requirements of Planning Code Section 270 because the project would exceed bulk limits above the building's base.

Visual quality is subjective. Given the project's proposed exterior materials and the fact that the project would be within a group of nearby buildings of generally comparable height and bulk, it cannot be concluded that the proposed building would result in a substantial, demonstrable negative aesthetic effect, or that it would substantially degrade the existing visual character of the site and its surroundings.

The nearest major public open spaces are Yerba Buena Gardens, about one and a half blocks west along Mission Street, and Union Square, nearly 5 blocks away. The project would be visible from Yerba Buena Gardens against a backdrop of other high-rise buildings, both south and north of Market Street, but would not substantially alter the view because it would be part of a large group of buildings of generally comparable height and bulk (see Figure 9, p. 31).⁸ Because of intervening buildings, the view from Union Square would include only the uppermost portion of the project, visible down Maiden Lane. The project would be immediately south of the open space at 71 Stevenson Street, and would be partially visible from other publicly accessible, privately owned open spaces, including nearby plazas such as the

⁸ The approved residential tower at Third and Mission Streets would be visible in the foreground of this view.

Fremont Center Plaza at 50 Fremont Street, the Chevron Plaza between Market and Stevenson Streets, and Tishman Plaza (525 Market Street), also between Market and Stevenson Streets, and the rooftop open space above the parking garage adjacent to 100 First Street. In summary, visual changes on the site would not substantially change or block any scenic vista currently enjoyed from public open spaces in the area. From long-range vantage points, such as Potrero Hill and Twin Peaks, views of the project would be similar to those from Yerba Buena Center, in that the project would appear among a number of high-rise buildings.

The project would be constructed within an increasingly densely built urban area. Although the additional height would be visible from surrounding buildings, the project would not obstruct any publicly accessible scenic views or have a substantial adverse effect on a scenic vista. In longer range views, such as from Rincon Hill (see Figure 11, p. 33), Potrero Hill, and Twin Peaks, the project would appear against a backdrop of other high-rise office towers. (As noted on p. 25, a 48-story residential tower is under construction south of the project site. This tower, which will be about 50 feet taller than the proposed project, will partially obscure the view of the project illustrated in Figure 11.)

The project would comply with Planning Commission Resolution 9212, which prohibits the use of mirrored or reflective glass. Thus, the project would not produce glare affecting other properties.

C. TRAFFIC AND CIRCULATION

A transportation study was prepared for the project and is summarized here.⁹

SETTING

The project site is within an area of the city that is subject to traffic congestion during the afternoon commute, including the “p.m. peak hour,” which is the hour of heaviest traffic volumes and which typically occurs between 4:30 p.m. and 5:30 p.m. In particular, streets leading to the Bay Bridge on-ramps, including First Street, Harrison Street, and Bryant Street (and sometimes Second and Folsom Streets leading to Essex Street) are congested, and drivers experience long delays in reaching the on-ramps. Drivers heading for I-80 westbound/U.S. 101 southbound also experience congestion and delays, particularly around the on-ramp at Fourth and Harrison Streets. Conditions on the I-80 freeway typically are also congested, with the worst congestion eastbound occurring near the Sterling Street on-ramp (near Second and Bryant Streets), and westbound, between Fifth Street and the U.S. 101 junction (just west of Ninth Street).¹⁰

Within the project vicinity, Mission and Market Streets, and portions of Fremont and First Streets are designated in the Transportation Element of the San Francisco General Plan as Transit Preferential Streets. On these streets, priority is given to transit vehicles over autos during commute and business

⁹ Environmental Science Associates, *554 Mission Street Project Transportation Study*, June 18, 1999. This report is available for review at the San Francisco Planning Department, 1660 Mission Street, as part of Project File No. 98.321E.

¹⁰ Mission Bay Final Supplemental EIR (Case No. 96.771E), p. V.E.7.

hours on weekdays usually along curbside lanes. Fremont, First, Howard, and Folsom Streets are designated in the Transportation Element as Major Arterials, which the General Plan defines as “cross-town thoroughfares whose primary function is to link districts within the City and to distribute traffic from and to the freeways.” Mission Street is part of the Citywide Pedestrian Network, and Mission, Second, and Fremont and First Streets (Market to Folsom) are Neighborhood Commercial Pedestrian Streets. Market Street (Route 50), Second Street (Route 11), and Howard and Folsom Streets (Route 30) are designated as Citywide Bicycle Routes in the Transportation Element. Folsom Street has a bicycle lane west of Main Street, and the other bicycle routes are Class III routes, meaning bicyclists and motorists share the roadway width. All major intersections in the vicinity of the project site are traffic signal controlled; minor intersections, including Anthony and Mission Streets, at the southwestern corner of the project site, and First and Jessie Streets, typically have stop signs only on the minor streets.

Market Street has two travel lanes in each direction, light rail tracks in the center, and transit stops both at the curb and at raised islands. On-street parking is prohibited, but there are intermittent (recessed) passenger loading and delivery zones on both sides of the street. Mission and Second Streets have two travel lanes in each direction, except that Second has one northbound lane between Mission and Market Streets; the right lanes on both sides of Mission Street are transit-only lanes. First Street is a one-way southbound street (part of a couplet with Fremont Street, which is one-way northbound), with three travel lanes; between Market and Howard Streets, one lane is reserved for transit vehicles only. Parking is generally permitted on both sides of Mission, First, and Second Streets, but is restricted on Mission and First Streets in the peak hours. Left turns are generally prohibited on Mission Street at the major intersections, but are permitted onto Anthony Street.

Currently, stops for approximately 25 MUNI bus lines are within walking distance (considered one-quarter of a mile) of the project. BART is one block north of the site, at the Second Street entrance to the Montgomery station. AC Transit, SamTrans, and Golden Gate Transit are less than one block east, at the Transbay Transit Terminal. Caltrain is available at the Fourth/Townsend depot via a connecting MUNI line.

Surveys of existing publicly available off-street parking capacity and occupancy were taken in the area bounded by Third-Kearny, Pine, Market, Fremont and Folsom Streets. There are approximately 5,250 parking spaces within the study area, with mid-afternoon weekday occupancy levels at about 78 percent. On-street parking in the project area is effectively at capacity.

Based on field observations during the noon and p.m. peak 15-minute periods, pedestrian flows in the project area are generally “unimpeded,” indicating that pedestrians generally have freedom to select the speed and direction of movement, with an absence of physical conflicts and only minor interaction with other pedestrians. Pedestrian flows on the crosswalks at the Mission/Second Streets intersection are also “unimpeded” during the noon and p.m. peak 15-minute periods.

IMPACTS

SIGNIFICANCE CRITERIA

City policy has been that a project is considered to have a significant effect on the environment if it would cause a signalized intersection to deteriorate to an unacceptable level of service (i.e., from LOS D or better to LOS E or F), interfere with existing transportation systems causing substantial alteration to circulation patterns or causing major traffic hazards, or contribute substantially (“considerably”) to cumulative traffic increases that cause intersections that would otherwise operate at acceptable levels to deteriorate to unacceptable levels. The City has not formally adopted significance criteria for potential impacts related to transit, but City policy has been that a project would have a significant effect if it would cause a substantial increase in transit demand that cannot be accommodated by existing or proposed transit capacity, resulting in unacceptable levels of transit service. Regarding parking, San Francisco General Plan policies emphasize the importance of public transit use and discourage the provision of facilities that encourage automobile use. Therefore, the creation of or increase in parking demand resulting from a proposed project that cannot be met by existing or proposed parking facilities would not itself be considered a significant effect. The City has not adopted significance criteria for pedestrian or bicycle impacts. For this analysis, the project would have a significant effect if it were to result in substantial pedestrian overcrowding, create particularly hazardous conditions for pedestrians or bicyclists, or otherwise substantially interfere with pedestrian and bicycle accessibility. Generally, construction-period transportation impacts would not be considered significant because they would be temporary.

IMPACT ANALYSIS

Project-specific impacts are described here, as are projected cumulative impacts for the year 2015, based on analysis for the Transbay Study Area, generally bounded by Market, Spear, Bryant, and Third Streets.¹¹ Because the project vicinity includes a number of projects that are currently under construction, under review, or already approved but not yet built, this analysis also describes cumulative impacts for conditions that are anticipated to exist in the project vicinity if all of these projects are completed. Although there is no definitive time frame for completion of the projects currently under construction, approved, or under review, this interim cumulative analysis assumes that they would be completed by 2005.

Travel Demand Analysis

The project would generate about 10,200 net new person trips per day, with a total of about 685 net new person trips during the p.m. peak hour, of which about 155 would be vehicle trips,¹² 385 would be transit

¹¹ Korve Engineering, *Transbay Redevelopment Area Plan EIR Transportation Study*, Final Report, April 1998. This report is available for review at the Planning Department, 1660 Mission Street.

¹² The 155 vehicle trips represent 210 person-trips by vehicle; the number of vehicle trips is less than the number of person trips by vehicle because some person trips are made in vehicles carrying more than one person.

trips, 35 would be walking trips, and the remainder by other modes such as bicycle, motorcycle and taxi.¹³

The project sponsor would be required, under Planning Code Section 163, to provide transportation management and transportation brokerage services, thereby potentially helping reduce project vehicle trip generation through such means as provision of ridesharing and transit information and on-site sale of transit passes.

Traffic Impacts

Of the 155 net new p.m. peak-hour vehicle trips generated by the project, about 54 percent would be destined for locations within San Francisco, while the remainder would be headed for the East Bay, the Peninsula/South Bay, and the North Bay. East Bay-bound vehicles would make up approximately one-fourth of the vehicle trips, or about 40 additional cars heading for the East Bay (assumed to be via the Bay Bridge) in the p.m. peak hour. These 40 additional cars would incrementally contribute to the substantial queuing that currently occurs on access routes to the Bay Bridge, such as First Street. Peninsula/South Bay-bound traffic would amount to about 25 new vehicles, which likewise would incrementally contribute to queuing that now occurs at southbound access routes, such as the on-ramp at Fourth and Harrison Streets.

Three of the four signalized intersections studied (Mission / Fremont, Mission / Second, and Mission / New Montgomery) currently operate at good (LOS C¹⁴ or better) service levels during the p.m. peak hour, while the intersection of First and Mission Streets operates at LOS E, which is poor, largely due to heavy volumes on First Street heading towards the Bay Bridge. Critical movements at the two unsignalized intersections studied (left turns from Anthony at Mission / Anthony, and right turns from Jessie at First / Jessie) experience lengthy delays (LOS F) due to heavy conflicting volumes on the major street (and due to pedestrian traffic in the latter instance).

With the addition of project traffic, operating conditions would not worsen from existing conditions at any of the study intersections. Analysis of project effects assumed that project-generated vehicular traffic would use parking spaces provided in the on-site garage, and that most vehicles (including those of employees and visitors of the existing building on the project site) currently parking in the on-site parking lot, which would be eliminated, would be redistributed to other parking facilities in the area. Therefore, much of the project-generated traffic that would park on the project site would replace traffic that is already traveling through the study intersections.

¹³ Travel demand for the proposed project was calculated on the basis of trip generation rates, and p.m. peak-hour percentage of daily traffic, for Office and Retail uses presented in the San Francisco Planning Department, *Guidelines for Environmental Review: Transportation Impacts* (Appendices 1 and 2).

¹⁴ Traffic operations are characterized using a p.m. peak-hour level of service (LOS) analysis, which provides a standardized means of rating an intersection's operating characteristics on the basis of traffic volumes, intersection capacity and delays. LOS A represents free-flow conditions, with little or no delay, while LOS F represents congested conditions, with extremely long delays; LOS D (moderately high delays) is considered the lowest acceptable level in San Francisco.

The intersections described above were selected for analysis because they would be the most likely to be affected by project traffic. However, project-generated vehicles would also travel through other intersections, including some that currently operate at unacceptable levels of service, such as First and Howard, First and Folsom, and First and Harrison Streets, as well as Fourth and Harrison Streets and perhaps others. Project traffic would have less impact on intersections farther from the project site, as vehicles would tend to disperse as they travel away from the site.

Interim cumulative development would result in a net increase of almost 3.5 million square feet of office space, almost 100,000 square feet of retail space, 800 residential units, and 414 hotel rooms to the Transbay Study Area by approximately 2005. The resulting increase in employment of more than 13,000 jobs, plus an additional 1,500 residents¹⁵ would place increased pressure on the street network, particularly during the p.m. peak hour, when traffic volumes are heaviest.

Traffic generated by interim cumulative development would increase p.m. peak-hour volumes in the Transbay Study Area by about 13 percent over existing conditions in the westbound (outbound from downtown) direction on Harrison, Howard, and Mission Streets.¹⁶ Southbound volumes east of Second Street would increase by about 9 percent (on First, Beale, and Spear Streets), and by nearly 15 percent from Second Street west (on Second and New Montgomery Streets, as well as on Fourth and Sixth Streets, outside the Study Area). The increased traffic volumes would cause conditions at the Mission / First Streets intersection to deteriorate from LOS E to LOS F, largely as a result of motorists heading for the Bay Bridge. At Mission / Second Streets, the level of service would deteriorate from LOS C to LOS F. Conditions at the two other signalized intersections studied in this analysis would remain acceptable (LOS D or better). Levels of service at the two unsignalized study intersections would not change; delays would increase incrementally for the minor street movements due to increased traffic on the major streets.

The decline in level of service at the Mission / First and Mission / Second intersections would occur with or without the 554 Mission Street project due to increased volumes associated with other development in the Transbay Study Area and to background growth outside the study area. The project contribution to traffic volumes at these intersections would be less than 2.5 percent of 2005 volumes, and in the context of existing congestion, the project contribution would not be considered “considerable.” Overall, traffic generated by the 554 Mission Street project would represent about 9 percent of the increase in p.m. peak-hour vehicle trips generated by the interim cumulative development.

¹⁵ Employment based on 275 sq. ft. per office employee and 350 sq. ft. per retail employee. Population based on 1.8 persons per household in Transbay Study Area. Both are from Keyser Marston Associates, Inc., *San Francisco Cumulative Growth Scenario: Final Technical Memorandum*, prepared for the San Francisco Redevelopment Agency, March 30, 1998.

¹⁶ Discussion of interim cumulative traffic conditions is based on a memorandum from Korve Engineering to the San Francisco Planning Department, dated June 15, 1999. This analysis, as well as the long-range (2015) cumulative scenario, was performed using a different methodology than that used for the analysis of project impacts. The cumulative analysis methodology in some instances may report a different (normally worse) level of service. This memorandum is available for public review at the Planning Department, 1660 Mission Street, in Case File No. 98.321E.

As with existing-plus-project conditions, traffic from the 554 Mission Street project and from other projects considered in the interim cumulative analysis would affect intersections other than those included in the project-specific analysis for 554 Mission Street.¹⁷ Traffic destined for the Bay Bridge and for other freeway on-ramps in or near the Transbay Study Area would continue to experience congestion, and the project would contribute incrementally to increased delays at some of these intersections. As with existing-plus-project conditions, however, project traffic would have less impact on intersections farther from the project site as vehicles bound for different destinations disperse.

Under longer-range cumulative (2015) traffic conditions, intersection levels of service at the six study intersections would remain the same as in the interim cumulative scenario. As with the interim cumulative analysis, the project contribution to conditions at Mission / First and Mission / Second Streets, where operations would remain at LOS F, would not be considerable, and would represent an even smaller percentage, compared to interim cumulative conditions, of both overall volumes and the increase from existing conditions.

Other intersections that currently operate at acceptable levels of service and would continue to do so under interim cumulative conditions would deteriorate to unacceptable levels of service (LOS E or F) under 2015 conditions, including several intersections on Folsom and Harrison Streets. As with interim cumulative conditions, project traffic would contribute incrementally to increased delays at some of these intersections, but the contribution would not be of a magnitude (i.e., about 40 cars bound to the East Bay and 25 to the Peninsula/South Bay) that would be considered significant in the context of area-wide congestion in the p.m. peak hour.

Projected congestion levels could be somewhat less if measures to enhance transit service and encourage the use of alternate means of transportation are successful. Similarly, congestion levels in the area could be somewhat greater if the capacity of street segments is reduced or if the rate at which vehicles can enter the freeway is reduced.

Transit

The project would generate approximately 385 net new p.m. peak-hour transit trips. Of these trips, about 180 would be on MUNI, and would be dispersed over more than 25 MUNI routes that serve the project area. Project transit ridership would incrementally increase p.m. peak-period capacity utilization¹⁸ on the four MUNI screenlines (which are imaginary cordon lines drawn around the greater downtown area for purposes of analyzing MUNI ridership by corridor). However, the increase would be no more than

¹⁷ Both the interim cumulative analysis and the long-range (2015) cumulative analysis assume certain changes in the Transbay Survey Area street network, including creation of two-way traffic flow on Folsom Street east of Second Street. Also, because of plans associated with proposed improvements to the Transbay Transit Terminal, buses that now travel to the terminal on First Street were anticipated to be relocated to Beale Street, which would increase traffic capacity on First Street. If the first of these changes does not occur, traffic conditions on Folsom Street would be somewhat better than now forecast. If the Transbay Terminal does not relocate, traffic on First Street would be somewhat worse. However, neither change would affect the projected traffic volumes.

¹⁸ Capacity utilization is the aggregate number of passengers divided by the aggregate design capacity of the transit vehicles, and may include varying numbers of standees, depending on the transit carrier.

1 percentage point (to a maximum of 72 percent on the Southwest screenline), and would not be significant. The project would be subject to the Transit Impact Development Fee, which is a one-time fee assessed against downtown office projects to offset increased capital costs to MUNI to provide additional capacity to serve the increased demand from new development.

Project ridership on regional carriers would total about 200 (some riders would also take MUNI), with about 65 percent traveling to the East Bay on BART, and another 20 percent on AC Transit. Project transit trips would increase East Bay BART and AC Transit p.m. peak-period capacity utilization by 1 percentage point, and would not measurably affect capacity utilization on Golden Gate Transit, SamTrans, Caltrain, or Peninsula BART service. None of the regional carriers' capacity utilization standards would be exceeded with project transit trips.

The interim cumulative analysis indicates that, on completion of the interim cumulative development and commencement of operation of the Third Street light rail line, MUNI ridership across the four screenlines would increase by about 6 percent, with about 1,265 p.m. peak-hour MUNI trips.¹⁹ Capacity utilization in the p.m. peak hour would increase by 3 to 6 percentage points at each screenline, compared to existing conditions, with the overall capacity utilization among the four screenlines increasing from 74 percent to 78 percent.²⁰ Adequate capacity would remain available across each screenline.

By 2015, absent increased MUNI service, overall p.m. peak-hour ridership across the four screenlines would increase to 105 percent of capacity. Ridership at three of the screenlines would exceed 100 percent of capacity, with the southwest screenline being the most crowded, at 119 percent. Only the northeast screenline, at 78 percent, would have adequate capacity. Overall, additional MUNI ridership generated by interim cumulative development would amount to approximately 11 percent of the growth in p.m. peak-hour MUNI ridership anticipated by 2015 across the four screenlines. Trips generated by the 554 Mission Street project would represent about 1.6 percent of the increase.

The interim cumulative projects would generate about 1,140 p.m. peak hour trips on regional transit carriers, and capacity utilization on regional transit operators at the applicable screenlines would increase from a total of 93 percent under existing conditions to 96 percent. With the exception of East Bay-bound BART trains, whose utilization would increase from 123 percent at present to 128 percent with interim cumulative ridership, there would be adequate capacity on all regional carriers; no other carrier would be at greater than 90 percent of capacity. The increased BART ridership would cause the three-hour load factor to increase to 117 percent, exceeding BART's standard of 115 percent. Assuming that BART implements current plans to increase transbay service from 18 trains per hour to 27 trains per hour by 2006, p.m. peak-hour capacity would increase by 50 percent, and BART would have more than adequate

¹⁹ Discussion of interim cumulative transit conditions is based on material included in a memorandum from Wilbur Smith Associates to the San Francisco Planning Department, May 20, 1999. This memorandum is available for public review at the Planning Department, 1660 Mission Street, in Case File No. 98.321E.

²⁰ The interim cumulative analysis is based on p.m. peak-hour conditions, rather than p.m., peak-period conditions reported for the project. In addition, the project transit analysis includes only MUNI lines that serve the project site, so the two analyses are not directly comparable.

capacity to accommodate the increase in ridership generated by the interim cumulative projects.²¹ Project trips would represent about 17.5 percent of the p.m. peak-hour regional transit ridership increase in the interim cumulative scenario, including about 21 percent of the BART increase.

By 2015, absent service expansion, both AC Transit and East Bay BART service would operate at well over 100 percent of capacity. Again, assuming BART implements planned improvements, that system would have adequate capacity. AC Transit does not currently propose increases in transbay service. This analysis suggests that AC would have to consider increasing transbay service capacity by 2015 if it is to accommodate increased ridership. Trips generated by the 554 Mission Street project would represent about 1 percent of the overall increase in ridership on regional carriers by 2015.

Because of the relatively limited effect of the project in the context of long-range cumulative growth, the conditions in the 2015 cumulative scenario would occur with or without the project, and the project contribution would be less than 2 percent of the growth in transit ridership, well under 1 percent of total 2015 ridership, and therefore the project effect would not be considerable. Therefore, the project would not have a significant impact on transit services and capacity.

Parking

The proposed project is in the C-3-O (Downtown Office) zoning district, in which off-street parking is not required for commercial uses. The project would include up to about 215 off-street parking stalls (or about 330 valet-service spaces). About 250 existing spaces (with valet operations) would be displaced from the existing on-site parking lot; the net increase in parking, therefore, would be about 80 spaces, assuming valet operations.

The project would create long-term parking demand for about 300 parking spaces, and short-term parking demand for about 40 equivalent daily spaces, for a total parking demand of about 340 daily spaces; discounting for parking demand generated by existing uses, the net new demand would be for 300 spaces. As stated above, the project proposes approximately 330 parking spaces, assuming valet operations, which would meet 97 percent of the project parking demand. Drivers who currently park in the on-site lot would have to find other lots and garages in the vicinity, which would increase the average weekday mid-afternoon occupancy in off-street parking garages within the project area from the existing 78 percent to about 83 percent.

With completion of interim cumulative development, about 250 additional publicly available parking spaces would be eliminated, beyond those removed for the 554 Mission Street project.²² Approximately 2,450 new publicly available parking spaces would be provided in addition to those proposed at the

²¹ Future capacity increases for East Bay BART service are identified in the *1996 BART Short-Range Transit Plan*, as described in the Mission Bay Final Supplemental EIR (Case No. 96.771E), p. V.E.86. This report is available for review at the San Francisco Planning Department, 1660 Mission Street.

²² Discussion of interim cumulative parking conditions is based on a memorandum from Pittman & Hames Associates to the San Francisco Planning Department, dated June 17, 1999. This memorandum is available for public review at the Planning Department, 1660 Mission Street, in Case File No. 98.321E.

554 Mission Street project, including 355 new spaces in a garage currently under construction behind the San Francisco Museum of Modern Art, and approximately 1,200 spaces are proposed in a project planned to occupy all four corners of the intersection of First and Howard Streets.²³ Together, the interim cumulative development projects (other than 554 Mission Street) would generate demand for nearly 2,400 non-residential parking spaces, meaning that supply and demand would essentially be in balance, as concerns the interim cumulative development projects.

During the period in which the interim cumulative projects are anticipated to be constructed, however, Caltrans will be undertaking reconstruction of the San Francisco approach to the Bay Bridge, between the bridge and Fifth Street. More than 2,500 existing parking spaces in the study area (bounded by Market, Spear, Bryant, and Third Streets) are likely to be displaced due to work on the freeway and ramps. Based on current observed occupancy in off-street parking lots of at least 80 percent, there are no more than about 2,200 available parking spaces in the study area, and the elimination of 2,500 parking spaces (plus 250 spaces lost to development) would result in a shortfall of at least 500 spaces. Separately, residential parking demand is anticipated to exceed the 700 spaces provided for residential use by about 800 spaces, adding to the shortfall, although some residential demand during the peak evening and nighttime hours may be accommodated both on-street and in commercial parking spaces unused at night. While some of the Caltrans spaces – mostly those beneath the freeway – may become available again in the future (by about 2007), those along the north side of Folsom Street, where the Embarcadero Freeway once stood, are ultimately anticipated to be lost to development of the former freeway parcels. While development of most of those parcels would include on-site parking, it would also create additional parking demand.

By 2015, there could be a commercial parking shortfall of about 4,750 spaces in the Transbay Study Area, bounded by Market, Spear, Bryant, and Third Streets. However, because the project would essentially meet its parking demand, the project contribution to the cumulative parking shortfall (10 spaces) would not be considerable, and the effect would not be significant. As stated previously, an unmet parking demand would not itself be considered a significant effect in the context of General Plan policies that emphasize public transit use and discourage automobile use. This cumulative parking deficit would result in drivers parking farther away from their destination or circulating around the area in search of a parking facility with available space, would cause an increase in illegal on-street parking, or would cause drivers to change travel modes. The long-term effect of the cumulative parking deficit could be to discourage auto use and encourage use of local transit; it could also encourage construction of additional parking facilities or measures to increase the supply within existing and proposed facilities (e.g., through valet parking).

²³ Three residential projects now under construction will provide about 700 spaces, which are not included in this calculation, since residential demand differs from commercial demand.

Loading

Under *Planning Code* Section 152.1, the project would be required to provide seven off-street (standard truck) freight loading spaces.²⁴ The Planning Code allows the substitution of two service van spaces for each full-size loading space, provided that at least one-half of the required number of spaces are provided for trucks (ignoring any resulting fraction). Application of that substitution formula for the project would yield a requirement for three truck spaces and seven van spaces. The project would provide three Code-complying standard-truck loading spaces at-grade in the loading dock off Anthony Street, and seven service van spaces in the first two levels of the parking garage, which would meet the Planning Code requirement.

The project would generate a total of about 140 service vehicle stops per day.²⁵ Calculated average hourly loading demand would be about seven spaces, and peak demand would be about eight spaces. Based on surveys of the comparably sized 333 Market Street office building,²⁶ the project demand could be somewhat less – about five spaces (average) and six spaces (peak). The surveys indicated that the predominant (80 percent) type of vehicle making deliveries to 333 Market is a van or a pick-up. The project's three off-street truck loading spaces and seven off-street van spaces would meet the average and peak demand.

Standard 30-foot-long single-unit trucks would be able to efficiently enter the proposed loading dock by backing in from a northbound position on Anthony Street. However, a larger (40-foot-long) semi-trailer truck would require multiple “back-and-forth” maneuvers. As described above, surveys of a similar-sized building indicate that service vehicles are predominantly vans and pick-up trucks; use of semi-trailer trucks is rare. Temporary disruption of traffic flow on Anthony Street, including vehicles entering and departing the project garage, would occur during backing maneuvers by large trucks, but because traffic and loading volume on Anthony Street would not be heavy, because the peak period of loading activity (mid-morning) would not coincide with peak periods of vehicle traffic, and because few large trucks would be anticipated to use the loading docks, effects would be expected to be minimal. Therefore, project impacts related to loading would not be significant.

Pedestrian and Bicycle Conditions

The primary pedestrian access for the project would be on Mission Street, with secondary access from Anthony Street and the proposed plaza east of the office tower. Based on the likely dispersion of pedestrian activity among the walkways to transit stops/stations, retail establishments, and other facilities in the project vicinity, conditions on the sidewalks and crosswalks adjacent to the building, following addition of the project pedestrian travel, would be expected to remain similar to existing “unimpeded” conditions. Therefore, the project would not result in any significant impacts with regard to pedestrians.

²⁴ Planning Code Table 152.1: Off-Street Freight Loading Spaces Required (in C-3 and South of Market Districts). Office buildings are required to provide 0.1 spaces per 10,000 sq. ft. of gross floor area (to closest whole number).

²⁵ Based on Planning Department *Guidelines for Environmental Review: Transportation Impacts*.

²⁶ Survey at the loading dock (off Beale Street) for the 620,000 sq.-ft. office building at 333 Market Street was conducted by Environmental Science Associates on Friday, April 16, and Wednesday, May 19, 1999, from 9:00 to 10:30 a.m.

There are designated Citywide Bicycle Routes in the project vicinity (on Market, Second, and Folsom/Howard Streets). Bicyclists were observed on other streets, not so designated, in the project area, although the number of bicyclists was not high. The project would not be expected to generate a noticeable increase in bicycles in the area, nor would it be expected to noticeably affect existing bicycle conditions in the area. The project would provide bicycle parking and shower and locker facilities, as required by Planning Code Sections 155(j), 155.2, and 155.3. Therefore, the project would not result in any significant impacts regarding bicycles.

Construction Impacts

During the projected 24-month construction period, temporary and intermittent traffic and transit impacts would result from truck movements to and from the project site. Trucks would be staged along Anthony Street adjacent to the project site in a manner consistent with traffic management strategies established in consultation with City staff. Truck movements during periods of peak traffic flow would have greater potential to create conflicts than during non-peak hours because of the greater numbers of vehicles on the streets during the peak hour that would have to maneuver around queued trucks; these effects could be reduced by the project sponsor requiring construction truck traffic to be restricted to non-peak hours, as approved by the Department of Parking and Traffic (DPT). The project sponsor could meet with MUNI, DPT, and other responsible city agencies and other project construction managers in the area to coordinate construction activities so as to minimize construction impacts on vehicular and pedestrian traffic. The sidewalk on Mission Street would likely be closed during portions of the project construction, but a protected pedestrian walkway would be provided in the curb lane. Parking of construction workers' vehicles would temporarily increase occupancy levels in off-street parking lots, either by those vehicles or by vehicles currently parking in on-street spaces that would be displaced by construction workers' vehicles. Construction impacts would be temporary, and would not be significant.

In summary, the project would not result in a significant impact on transportation, circulation or parking.

D. SHADOW

SETTING

Open space in the project vicinity is typically in the form of publicly accessible, privately owned open space, including the plazas at the base of high-rise office towers at 525 and 555-575 Market Street; the Fremont Center Plaza (between First and Fremont and Market and Mission Streets); the rooftop "sun terrace" above a parking garage on Mission Street adjacent to 100 First Street; and a plaza behind 71 Stevenson Street, immediately north of the project site. There is also an area of open space at the entrance to Golden Gate University, on Mission Street east of the project site. There are no public parks or open spaces in the immediate project vicinity. The nearest public open spaces are Union Square, at Stockton and Geary Streets; St. Mary's Square, at Pine Street and Grant Avenue; Justin Herman Plaza, at Market Street and The Embarcadero; and Yerba Buena Gardens, a San Francisco Redevelopment Agency property, at Third and Mission Streets.

SUNLIGHT ORDINANCE

Section 295 of the Planning Code, the Sunlight Ordinance, was adopted through voter approval of Proposition K in November 1994 to protect certain public open spaces from shadowing by new structures. Section 295 prohibits the issuance of building permits for structures or additions to structures greater than 40 feet in height that would shade property under the jurisdiction of or designated to be acquired by the Recreation and Park Commission, during the period from one hour after sunrise to one hour before sunset, unless the Planning and Recreation and Park Commissions determine that such shade would have an insignificant impact on the use of such property. There are two public parks potentially subject to shading by the project: Union Square, between Post and Geary Streets and Powell and Stockton Streets, and St. Mary's Square, between California and Pine Streets and Grant Avenue and Kearny Street. Project shadow would not reach Justin Herman Plaza during the hours subject to Section 295. Yerba Buena Gardens, between Mission and Howard and Third and Fourth Streets, is also potentially subject to shading by the project, but is under the jurisdiction of the San Francisco Redevelopment Agency, and is therefore not subject to Section 295.

IMPACTS

SIGNIFICANCE CRITERIA

Planning Code Section 295 generally prohibits new buildings that would cause significant new shadow on open space under the jurisdiction of the San Francisco Recreation and Park Commission between one hour after sunrise and one hour before sunset, at any time of the year. A project would have a significant effect if it would result in substantial new shadow on public open space under the jurisdiction of the Recreation and Park Commission during these hours.

IMPACT ANALYSIS

The project would not cast new shadow on any open space under the jurisdiction of the San Francisco Recreation and Park Commission between one hour after sunrise and one hour before sunset. During the early morning hours in spring, shadow from the proposed project would extend along Maiden Lane towards Union Square, but would not reach the square during the hours subject to Section 295. Figure 12 shows the maximum extent of project shadow towards Union Square in the first minute after one hour following sunrise on April 27. At this time of the morning, when the sun is low on the horizon and shadows are long, shadow from the proposed project would extend about 2,000 feet from the project site. No project shadow would reach St. Mary's Square because intervening buildings would already shade St. Mary's Square at all times when the project would otherwise cast shadow on that open space. Therefore, the project would not have any significant effects related to shadow on public open space.

Although Yerba Buena Gardens is not subject to Section 295, shadow analysis conducted for the project shows that the project would not cast any new shadow on Yerba Buena Gardens during the hours between one hour after sunrise and one hour before sunset.



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Figure 12
Maximum Extent of Project Shadow
Towards Union Square

SOURCE: Environmental Science Associates

The project would cast new shadow on nearby publicly accessible, privately owned open spaces, including the closest such space, the plaza behind the 71 Stevenson Street building, which is directly across Jessie Street from the project site. The proposed 554 Mission Street building would newly shade the uncovered portion of this open space (part of this open space is a covered arcade that extends between Stevenson and Jessie Streets) during the mid- to late morning and early afternoon hours, year round (see Figures 13-16, pp. 51-54). Other publicly accessible open spaces that would receive new shadow from the project during portions of the day and year would include Fremont Center Plaza (during the afternoon from mid-fall through mid-winter) and the Chevron plaza, between 555 and 575 Market Street (in the late morning to early afternoon in spring and fall). New shadow from the project would also reach the rooftop open space on the parking garage adjacent to 100 First Street in the late afternoon hours in March and September, although that open space is already partially shaded during those hours by an existing building at 533 Mission Street.²⁷ The project would also cast new shadow on Leadership High School, which operates in portable classrooms on a parcel at Mission and Ecker Streets, in the afternoon except during the period from mid-spring through mid-summer.

Figures 13 through 16 show existing and project shadow for representative times of day during the four seasons: in December, on the winter solstice, the sun is at its lowest and shadows are at their longest, while on the summer solstice in June, the sun is at its highest and shadows are at their shortest. Shadows are also shown at the spring equinox, when shadows are midway through a period of shortening, and at the fall equinox, when shadows are midway through a period of lengthening. Shadows on any other day of the year would be within the range of shadows presented in Figures 13 through 16. For purposes of this analysis, existing shadow in these figures includes the shadow that will be cast by two nearby projects that are under construction: the 101 Second Street office tower and The Century condominium tower, since both of these buildings will be complete prior to opening of the proposed 554 Mission Street project.

The proposed 554 Mission Street project would also shade portions of its own outdoor plaza during much of the afternoon year-round, and also during the late morning hours, except in late spring and early summer.

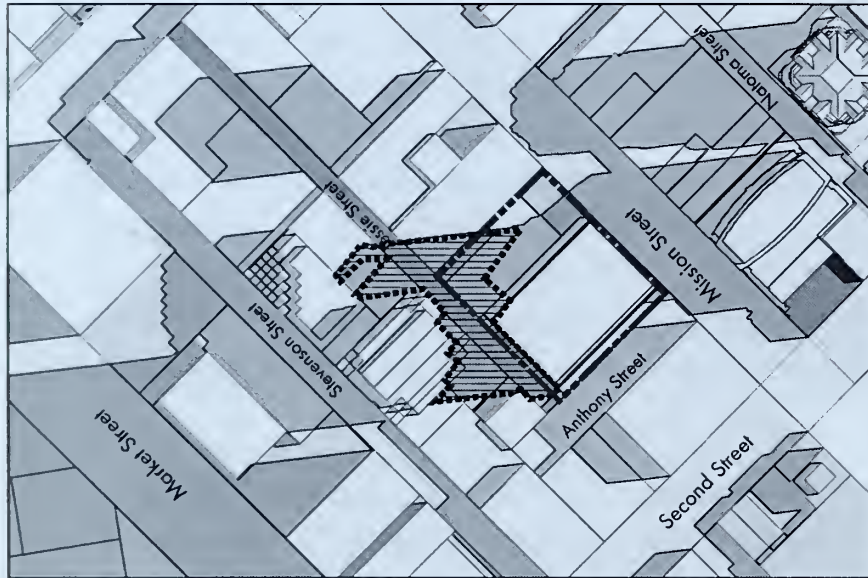
The project would not cast any new shadow on the entrance area at Golden Gate University, because the school building would already shade this space when project shadow would otherwise reach it.

Cumulative shadow impacts would occur as a result of other buildings in the vicinity, including a proposed project at 535 Mission Street, across the street from the project site. However, these projects would also be subject to Planning Code Section 295, and therefore would result in no significant impacts, either separately or cumulatively. As indicated in Figures 14 and 15, the proposed 535 Mission Street

²⁷ A proposed project at 535 Mission Street would demolish the 533 Mission Street building and would shade much of the 100 First Street rooftop open space in the late afternoon. Shadow from this proposed project is indicated on Figures 13-16 where it would reach the proposed 554 Mission Street project's outdoor plaza.



10 am



12 noon



3 pm



Project Boundary



Net New Project Shadow



SOURCE: Environmental Science Associates

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Figure 13
March 21 Shadow Patterns






10 am



12 noon



3 pm

-  Project Boundary
-  Net New Project Shadow
-  535 Mission Street Project Shadow



SOURCE: Environmental Science Associates

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Figure 14
June 21 Shadow Patterns






10 am



12 noon



3 pm

-  Project Boundary
-  Net New Project Shadow
-  535 Mission Street Project Shadow



SOURCE: Environmental Science Associates

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Figure 15

September 21 Shadow Patterns



10 am



12 noon



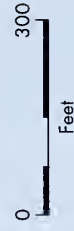
3 pm



Project Boundary



Net New Project Shadow



SOURCE: Environmental Science Associates

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Figure 16

December 21 Shadow Patterns

building would shade portions of the proposed 554 Mission Street project's outdoor plaza; this shading would occur during parts of the morning year-round.

E. WIND²⁸

SETTING

Tall buildings and structures can strongly affect the wind environment for pedestrians. Groups of structures tend to slow the winds near ground level, due to the friction and drag of the structures themselves on winds. Buildings that are much taller than their surrounding buildings intercept and redirect winds that might otherwise flow overhead, and bring them down the vertical face of the building to ground level, where they create ground-level wind and turbulence. These redirected winds can be relatively strong and also relatively turbulent, and can be incompatible with the intended uses of nearby ground-level spaces. In addition, building designs that present tall flat surfaces square to strong winds can create ground-level winds that can prove to be hazardous to pedestrians in the vicinity.

Existing wind conditions in the project vicinity range from sheltered to moderately windy; the average wind speed²⁹ is just over 10 miles per hour (mph). (For purposes of this analysis, existing conditions assume the completion of two nearby projects that are under construction: the 101 Second Street office tower and The Century condominium tower between Minna and Natoma Street east of Second Street, since both of these buildings will be completed prior to opening of the proposed 554 Mission Street project.) Wind speeds in pedestrian areas range from 7 mph to 14 mph. In general, the highest ground-level wind speeds in the vicinity of the site occur across Mission Street, where wind speeds of 14 mph exist at two locations. The wind speeds at 12 of the 28 measured locations under existing conditions exceed the pedestrian-comfort criterion value of 11 mph that is contained in Planning Code Section 148. The Code's wind hazard criterion is not exceeded at any of the 28 locations.

Planning Code Section 148, Reduction of Ground-Level Wind Currents in C-3 (Downtown Commercial) Districts, requires buildings to be shaped so as not to cause ground-level equivalent wind currents to exceed 11 mph in substantial pedestrian use areas more than 10 percent of the time, and 7 mph in public seating areas. Similarly, the Code requires that buildings not cause equivalent wind speeds to reach or exceed the hazard level of 26 mph as averaged for a single full hour of the year, or 0.011416 percent of the time. The comfort criteria are based on wind speeds that are measured for one minute and averaged. In contrast, the hazard criterion is based on wind speeds that are measured for one hour and averaged; when stated on the same basis as the comfort criteria wind speeds, the hazard criterion wind speed is a one-minute average of 36 mph. The wind ordinance is defined in terms of equivalent wind speed. This

²⁸ This analysis is summarized from a Technical Memorandum prepared by Environmental Science Associates, March 29, 1999, that is available for public review at the San Francisco Planning Department, 1660 Mission Street, in Case File No. 98.321E.

²⁹ The term wind speed refers here to equivalent wind speed (including the effects of turbulence) that is exceeded a specified percentage of time: 10 percent of the time for pedestrian comfort comparisons and one hour per year for wind hazard comparisons.

term denotes an average wind speed (mean velocity), adjusted to include the level of gustiness and turbulence.

IMPACTS

SIGNIFICANCE CRITERIA

A project would normally have a significant impact if it would cause the 26-miles-per-hour wind hazard criterion to be exceeded for more than one hour per year. A project that would cause exceedances of the comfort criteria, but not the wind hazard criterion, would not be considered to have a significant impact.

IMPACT ANALYSIS

With the project, wind conditions would be moderately windy; the average wind speed would increase, by about 1/2 mph, to nearly 11 mph. The project would reduce existing wind speeds at 9 of the 28 locations and increase existing wind speeds at 15 locations. Existing wind speeds would remain unchanged at four locations.

Wind speeds in pedestrian areas would range from 6 mph to 15 mph, compared to 7 mph to 14 mph under existing conditions. The highest wind speeds in the vicinity would continue to occur across Mission Street from the site. With the project, there would be a total of 12 exceedances of the pedestrian-comfort criterion, the same number as with existing conditions. The project would add five new exceedances and eliminate five of the 12 existing exceedances, while seven of the 12 existing exceedances would continue. The five new exceedances would occur near the project site, on the north and south sides of Mission Street and on Jessie Street. Wind speeds would increase by as much as 6 mph on Jessie Street, adjacent to the proposed 554 Mission Street building, and by as much as 3 mph on the north and south sides of Mission Street, near the base of the building. Wind speeds at one of the two locations measured in the proposed project's outdoor plaza would exceed the seating-comfort criterion value of 7 mph, increasing 1 mph to 8 mph. However, these conditions could be ameliorated through plantings and/or construction of wind breaks to provide for a generally comfortable seating environment.

The project would result in no wind hazard exceedances, and therefore would have no significant effect related to wind. However, the project sponsor would seek an exception to the requirements of Planning Code Section 148 because the project would not reduce existing wind speed exceedances of the pedestrian comfort level criterion.

With cumulative development in the vicinity (approved buildings at One Second Street and 524 Howard Street, a proposed project at 535 Mission Street, and two proposed high-rise buildings at Yerba Buena Center), wind speeds would decrease by about 1/2 mph, compared to with-project conditions. Compared to the project scenario, wind speeds would decrease at 17 of the 29 locations and increase at 7 locations, while remaining unchanged at 5 locations.

Cumulative development would eliminate all five of the project exceedances and two of the existing exceedances of the pedestrian-comfort criterion. Five of the existing exceedances would remain, and one new exceedance would occur, for a total of six pedestrian-comfort exceedances, compared to 12 exceedances to both the existing and with-project scenarios. Thus, as the project vicinity becomes more built out with high-rise buildings, wind speeds would generally decrease in the vicinity, since the larger number of buildings of comparable height and bulk would tend to minimize the effects of one or two buildings rising above their surroundings and redirecting strong winds to ground level.

Wind speeds at one of the two locations in the proposed 554 Mission Street outdoor plaza would increase and continue to exceed the seating-comfort criterion value of 7 mph, while wind speeds at the other plaza location would decrease and continue to meet the seating comfort criterion.

Cumulative development would not result in any new wind hazard exceedances, and thus would result in no significant effect related to wind.

F. GROWTH INDUCEMENT

In general, a project would be considered growth-inducing if its implementation would result in substantial population increases and/or new development that might not occur if the project were not approved and implemented. The proposed new larger office building and parking on the site of an existing office building and parking lot in an area where office use is predominant, would not be expected to substantially alter development patterns in Downtown or elsewhere in San Francisco. As a single new building, the project would not generate substantial population growth or concentration in the neighborhood, city or region. It would not introduce new, additional housing into the project area or neighborhood. Located in an urban area, the project would not necessitate or induce the extension of municipal infrastructure. In view of the above, there is no reason to believe that the project would result in additional development in the project site vicinity that would not otherwise occur.

CHAPTER IV

MITIGATION MEASURES PROPOSED TO MINIMIZE THE POTENTIAL ADVERSE IMPACTS OF THE PROJECT

In the course of project planning and design, measures have been identified that would reduce or eliminate potential significant environmental impacts of the proposed project. All of these measures have been voluntarily adopted by the project sponsor or project architect and contractor and thus are to be implemented as part of the project. Each mitigation measure and its status are discussed below.

There are several items required by law that would serve to mitigate potential significant impacts; they are summarized here for informational purposes. These measures include: no use of mirrored glass on the building to reduce glare, as per City Planning Commission Resolution 9212; limitation of construction-related noise levels, pursuant to the San Francisco Noise Ordinance (Article 29 of the San Francisco Police Code, 1972); compliance with Chapter 36 of the San Francisco Building Code, Work Practices for Exterior Lead-Based Paint; and observance of State and federal OSHA safety requirements related to handling and disposal of other hazardous materials, such as asbestos.

Measures that are not required by legislation but would serve to mitigate potentially significant environmental impacts appear below. Mitigation measures preceded by an asterisk (*) are from the Initial Study (see Appendix A, p. A.36).

A. NOISE AND VIBRATION

MEASURE PROPOSED AS PART OF THE PROJECT

- *A.1 The project sponsor would require the construction contractor to use pre-drilled piles where soil conditions permit, and state-of-the-art noise shielding and muffling devices on construction equipment.

B. CONSTRUCTION AIR QUALITY

MEASURE PROPOSED AS PART OF THE PROJECT

- *B.1 The project sponsor would require the contractor(s) to sprinkle demolition sites with water during demolition, excavation and construction activity twice daily; sprinkle unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover debris, soil, sand or other such material being hauled on trucks; and sweep surrounding streets during demolition and construction at least once per day to reduce particulate emissions. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used

for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose.

This mitigation also would reduce demolition-related impacts regarding lead paint chips/lead dust. The project sponsor would also be required to comply with Chapter 36 of the San Francisco Building Code, Work Practices for Exterior Lead-Based Paint.

C. GEOLOGY

MEASURES PROPOSED AS PART OF THE PROJECT

- *C.1 One or more geotechnical investigations by a California-licensed geotechnical engineer are included as part of the project. The project sponsor and contractor would follow the recommendations of the final geotechnical report(s) regarding any excavation and construction for the project.
- *C.2 The project sponsor would ensure that the construction contractor conducts a pre-construction survey of existing conditions and monitors the adjacent building for damage during construction, if recommended by the geotechnical engineer.
- *C.3 The project sponsor and contractor(s) would follow the geotechnical engineers' recommendations regarding installation of settlement markers around the perimeter of shoring to monitor any ground movements outside of the shoring itself. Shoring systems would be modified as necessary in the event that substantial movements were detected.

D. HAZARDS

MEASURES PROPOSED AS PART OF THE PROJECT

- *D.1 The project sponsor would ensure that the construction contractor limits the amount of excavation, and handles and disposes excavated soils properly. Soil excavated for offsite disposal or use shall be characterized for the specific constituents of concern based on the requirements of the accepting facility or party; this characterization should be performed on a representative volume of stockpiled soil. Soil affected by gasoline shall be segregated from clean excavated soil, allowed to aerate according to local guidelines, and disposed offsite at an approved facility. In addition, in regards to the soil and groundwater impact from the offsite source(s) of petroleum hydrocarbons such as diesel and gasoline, the project sponsor may wish to pursue cost recovery efforts and involve the City and County of San Francisco Department of Public Health's Local Oversight Program. Conditions imposed by the Department of Public Health would require dust control measures to ensure "no visible dust" emissions, covering of soil stockpiles, rain water runoff control, and designation of a person with the authority to stop work at any time if a release of contaminated soil occurs or is threatened.
- *D.2 The project sponsor would ensure that building surveys for asbestos, PCB-containing equipment (including elevator equipment), hydraulic oils, fluorescent lights, and lead-based paint are performed prior to the start of demolition. Any hazardous materials so discovered would be abated according to federal, state, and local laws and regulations.

E. CULTURAL RESOURCES

MEASURE PROPOSED AS PART OF THE PROJECT

- *E.1 Given the location and magnitude of excavation proposed, and the likelihood that archaeological resources would be encountered on the project site, the sponsor has agreed to retain the services of an archaeologist. The archaeologist would carry out a pre-excavation testing program to better determine the probability of finding cultural and historical remains. The testing program would use a series of mechanical, exploratory borings or trenches and/or other testing methods determined by the archaeologist to be appropriate.

If, after testing, the archaeologist determines that no further investigations or precautions are necessary to safeguard potentially significant archaeological resources, the archaeologist would submit a written report to the Environmental Review Officer (ERO), with a copy to the project sponsor. If the archaeologist determines that further investigations or precautions are necessary, he/she shall consult with the ERO and they shall jointly determine what additional procedures are necessary to minimize potential effects on archaeological resources.

These additional mitigation measures would be implemented by the project sponsor and might include a program of on-site monitoring of all site excavation, during which the archaeologist would record observations in a permanent log. The monitoring program, whether or not there are finds of significance, would result in a written report to be submitted first and directly to the ERO, with a copy to the project sponsor. During the monitoring program, the project sponsor would designate one individual on site as his/her representative. This representative would have the authority to suspend work at the site to give the archaeologist time to investigate and evaluate archaeological resources should they be encountered.

Should evidence of cultural resources of potential significance be found during the monitoring program, the archaeologist would immediately notify the ERO, and the project sponsor would halt any activities which the archaeologist and the ERO jointly determine could damage such cultural resources. Ground disturbing activities which might damage cultural resources would be suspended for a total maximum of four weeks over the course of construction.

After notifying the ERO, the archaeologist would prepare a written report to be submitted first and directly to the ERO, with a copy to the project sponsor, which would contain an assessment of the potential significance of the find and recommendations for what measures should be implemented to minimize potential effects on archaeological resources. Based on this report, the ERO would recommend specific additional mitigation measures to be implemented by the project sponsor. These additional mitigation measures might include a site security program, additional on-site investigations by the archaeologist, and/or documentation, preservation, and recovery of cultural material.

Finally, the archaeologist would prepare a report documenting the cultural resources that were discovered, an evaluation as to their significance, and a description as to how any archaeological testing, exploration and/or recovery program was conducted.

Copies of all draft reports prepared according to this mitigation measure would be sent first and directly to the ERO for review. Following approval by the ERO, copies of the final report(s) would be sent by the archaeologist directly to the President of the Landmarks Preservation Advisory Board and the Northwest Information Center of the California Historical Resources Information System at Sonoma State University. Three copies of the final archaeology report(s)

shall be submitted to the Office of Major Environmental Analysis, accompanied by copies of the transmittals documenting distribution to the President of the Landmarks Preservation Advisory Board and the Northwest Information Center.

CHAPTER V

SIGNIFICANT ENVIRONMENTAL EFFECTS

In accordance with Section 21067 of the California Environmental Quality Act (CEQA), and with Sections 15040, 15081 and 15082 of the State CEQA Guidelines, the purpose of this chapter is to identify environmental impacts that could not be eliminated or reduced to an insignificant level by mitigation measures included as part of the project, or by other mitigation measures that could be implemented, as described in Chapter IV, Mitigation Measures, pp. 57-60.

With the implementation of the mitigation measures outlined in Chapter IV, Mitigation Measures, pp. 57-60, all potential significant impacts would be reduced to a less-than-significant level. The project sponsor has agreed to implement these mitigation measures in an agreement dated April 8, 1999.³⁰

The finding that potential significant impacts would be reduced to less-than-significant levels by implementation of these mitigation measures is subject to final determination by the Planning Commission as part of its certification process for the EIR. The Final EIR will be revised, if necessary, to reflect the findings of the Commission.

³⁰ This mitigation agreement form is available for public review at the San Francisco Planning Department, 1660 Mission Street, in Case File No. 98.321E.

CHAPTER VI

ALTERNATIVES TO THE PROPOSED PROJECT

This chapter identifies alternatives to the proposed project and discusses environmental impacts associated with each alternative. Project decision-makers could adopt any of the following alternatives, if feasible, and if necessary to substantially lessen or avoid a significant environmental impact, instead of approving the project as proposed.

A. ALTERNATIVE A: NO PROJECT

DESCRIPTION

This alternative would entail no change to the site, which would remain in its existing condition. The existing 562-572 Mission Street building would not be demolished, nor would the existing parking lot be removed. The existing building is assumed to continue to be occupied by office and retail space, and the parking lot would continue its operation as at present. (The existing 562-572 Mission Street building is not an Unreinforced Masonry Building (UMB), and therefore it is not subject to the City's UMB Ordinance, which requires structural upgrading of UMBs.) However, this alternative would not preclude future proposals for redevelopment of the project site. Given the site's location in the area in which the Downtown Plan encourages office development, it could reasonably be expected that a subsequent development proposal would include construction of additional office space.

IMPACTS

This alternative would result in no increase in vehicle travel or transit use, as would occur with implementation of the proposed project. There would be no project-specific effects on intersection conditions, transit use, parking, loading, or pedestrian or bicycle traffic. (These impacts all would be less-than-significant with the project.) Intersection operations and transit operating conditions that would degrade to unacceptable levels of service by the 2015 cumulative horizon year would do so with or without the project. Under this alternative, there would be no incremental contribution from the project site to these degraded conditions, beyond traffic and transit ridership already generated. (The incremental contributions by the project to these effects would not be cumulatively considerable.)

Under the No Project alternative, there would be no project effect on shadows or wind speeds on surrounding streets, sidewalks, and publicly accessible open spaces. Conditions in the immediate future would be reflective of conditions described in the setting sections of this report. However, development of approved and proposed projects in the vicinity, including 524 Howard Street, One Second Street,

535 Mission Street, the First and Howard Street project, and others, would affect shadow and wind conditions over the next few years.

Other less-than-significant effects described in the Initial Study, including emissions of air pollutants, generation of noise and vibration during construction, potential discovery of subsurface cultural resources during excavation, and demolition of the existing 562-572 Mission Street building, among other impacts, would not occur with this alternative.

The No Project Alternative would be environmentally superior to the project because it would avoid the environmental impacts of the project; however, as noted in Chapters IV and V, the proposed project would not generate any significant environmental effects since the project would include mitigation measures to avoid potentially significant effects. In addition, the project would not make a considerable incremental contribution to cumulative impacts.

The No Project Alternative would not meet any of the project objectives. Furthermore, the No Project Alternative, in contrast to the project, would not promote objectives and policies of the Downtown Plan such as: concentrate office space for commerce in larger buildings in the downtown core already served by mass transit; relieve the pressure for office development elsewhere in the city and region; and provide ground level usable open space linked to the downtown pedestrian network in areas deficient in usable open space.

The project sponsor believes that the No Project Alternative is economically infeasible because it would substantially underutilize the project site, particularly Lot 15 of the three-lot site, adjacent to Golden Gate University, because retention of the existing building at 562-572 Mission Street (Lot 17) would preclude or complicate separate development of Lot 15, since the existing building is supported by exterior metal buttresses which span across and are anchored in Lot 15.

Should this alternative ultimately involve construction of a new office project on all or part of the project site, effects would be similar in nature to those identified for the project, with the degree of impact largely determined by the size of the proposed development. Such a subsequent development proposal would be subject to project-specific environmental review when proposed.

B. ALTERNATIVE B: BULK LIMIT COMPLIANCE; TWO LEVELS OF PARKING

DESCRIPTION

This alternative would involve demolition of the existing building at 562-572 Mission Street and construction of a new office building of approximately the same square footage as the proposed project. However, to meet the bulk requirements of Planning Code Section 270(d), the building under Alternative B would include an eight-story, 102-foot-tall building base that would occupy the entire project site and a 331-foot-tall tower that would be more slender and have smaller floor plates than that

proposed with the project. As required by the Planning Code absent exceptions, this alternative would include setbacks at both the lower tower and upper tower so that the maximum dimensions would not exceed those identified in the Code. This alternative would have 32 stories, one more than the project, plus a partial mechanical penthouse. However, floor-to-floor heights would be slightly less than with the project, and this alternative would therefore be approximately 433 feet to the top of the mechanical penthouse, about 6 feet taller than the project as proposed.

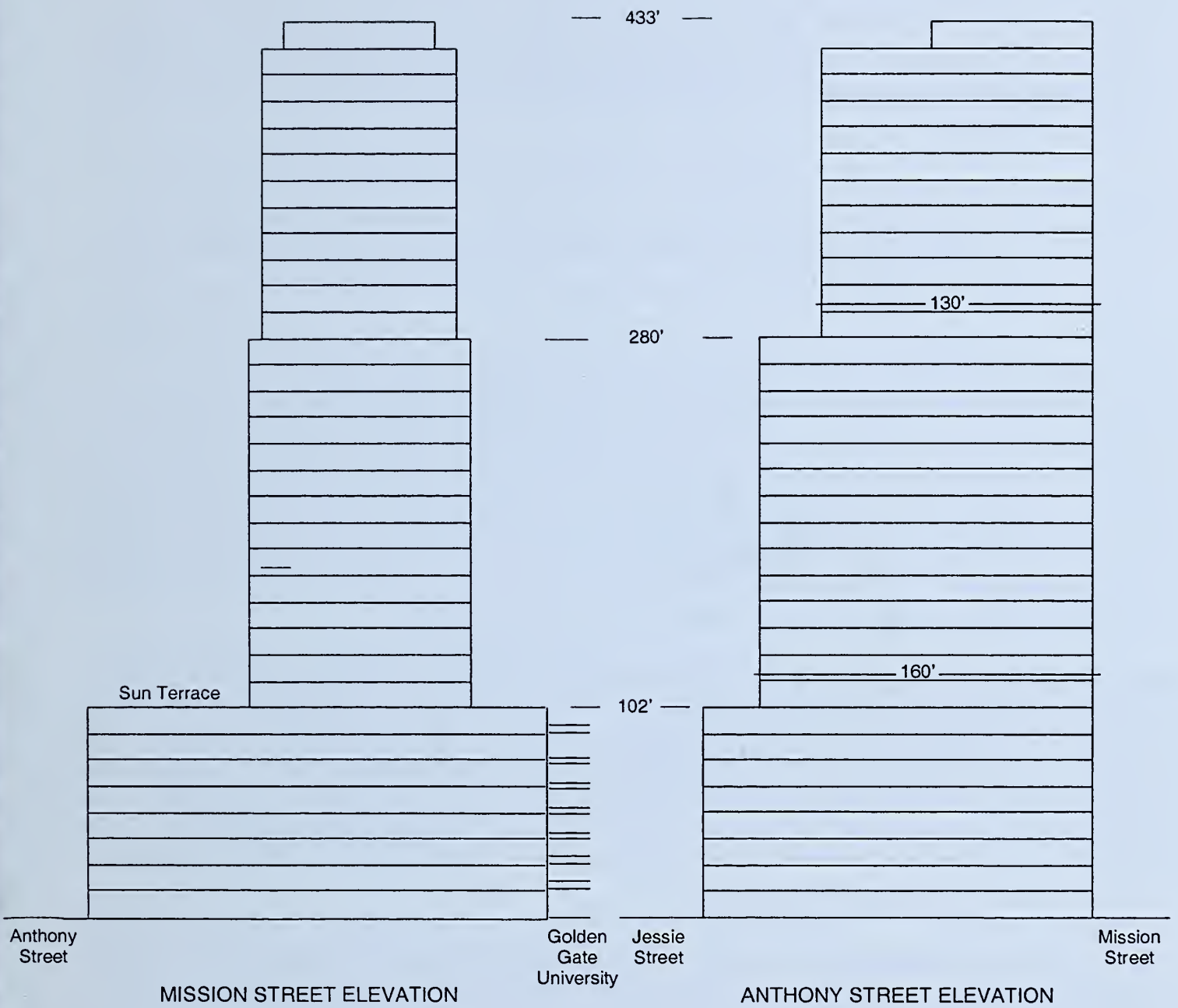
Because the building base would occupy the entire site, open space would be provided in a rooftop sun terrace on the base, along Anthony Street. Ground-floor retail space would be included in this alternative, as with the proposed project. Figure 17 presents massing diagrams of Alternative B, depicting the Mission Street (south) and Anthony Street (west) elevations.

The project sponsor does not intend to build a third level of parking if the Planning Commission concludes that the third level would require Conditional Use Authorization (see Table 1, note b, p. 15). Therefore, to analyze the potential impacts of two levels of parking rather than three, this alternative would include two levels of subsurface parking, totaling about 46,000 square feet of parking, or 7 percent of the building's gross floor area, and would provide about 215 valet-operated parking spaces, compared to 330 valet spaces with the project as proposed and the 250 on-site parking spaces under existing conditions. Like the project, Alternative B would provide three Code-complying loading spaces off of Anthony Street and seven service vehicle spaces in the basement garage and would meet the Planning Code off-street freight loading requirement.

Because it would comply with the Planning Code bulk limits, this alternative would not require an exception to the bulk requirements of Section 270 under Sections 309 and 272. However, as with the project, Alternative B would require an exception to Section 148, ground-level wind current requirements, if it is determined that the project would not reduce existing wind speed exceedances of the pedestrian comfort level criterion.

IMPACTS

Because it would occupy the same site and would include virtually the same development program as the proposed project, Alternative B would have similar impacts to those of the project. Impacts related to the intensity of development, such as traffic generation, parking demand, air quality emissions, and population, would be similar to those described in Chapter III of this report. The primary exception would be in the case of parking, in that this alternative would provide approximately 115 fewer parking spaces for the same amount of office space, resulting in a parking shortfall of about 125 spaces, compared to a shortfall of about 10 spaces with the project. San Francisco General Plan policies emphasize the importance of public transit use and discourage the provision of facilities that encourage automobile use. Therefore, the creation of or increase in parking demand resulting from a proposed project that cannot be met by existing or proposed parking facilities would not itself be considered a significant effect. This alternative would result in some drivers having to park elsewhere, or potentially



SOURCE: Cesar Pelli & Associates, Inc.

Case No. 98.321E: 562 Mission Street (ESA 980269) ■

Figure 17
Alternative B
Massing Diagram

shifting to other modes of travel, such as transit. However, the incremental effect on travel patterns would not markedly change traffic or transit impacts of this alternative, compared to those of the project. As noted, intersection operations and transit operating conditions that would degrade to unacceptable levels of service by the interim and long-range cumulative horizon years of 2005 or 2015, respectively, would do so with or without the project, or this alternative. Like those of the project, impacts on traffic and transit, air quality, and population and employment would be less-than-significant, with mitigation included in the project.

Regarding impacts related to the configuration of the building, Alternative B would have lesser wind impacts, compared to those of the proposed project. This alternative would result in lower wind speeds at 14 of 15 locations tested,³¹ compared to winds with the project; winds would be similar to those under existing conditions. The greatest change, compared to project conditions, would occur at two locations

- on Jessie Street, where wind speeds adjacent to the project site would be 5 mph less than with the project, and 1 mph to 3 mph less than under existing conditions. Wind speeds at four locations along the project's Mission Street frontage would be 1 mph to 2 mph less than with the project, and from 2 mph less to 1 mph greater than under existing conditions. At the 15 test locations, this alternative would eliminate six of 10 wind speed exceedances of the pedestrian comfort criterion that would occur with the project.³² Like the project, this alternative would require an exception from the requirements of Planning Code Section 148, as it would not eliminate existing wind speed exceedances of the pedestrian comfort criterion. Wind speeds would exceed the seating comfort criterion at five of six points tested on the roof of the building base with this alternative, in potential open space locations.

Shadow effects of this alternative would be incrementally less than those of the proposed project, since the more slender tower would cast less shadow at any given time. However, these differences would be difficult to discern on the ground. Like the project, this alternative would not add shadow to Union Square or any other public open space subject to Planning Code Section 295 between one hour after sunrise and one hour before sunset, nor would it add shadow to Yerba Buena Gardens during the Section 295 hours (although Yerba Buena Gardens is not subject to Section 295). As with the project, shadow effects would be less-than-significant.

This alternative would appear more massive to pedestrians than the project, since the base of the building would be taller and would occupy the entire site. From a distance, the visual effects of this alternative would be similar to those of the project, since this alternative would construct a building of essentially the same size. This alternative would generally be visible from the same locations as the project. Visual impacts would be less-than-significant.

³¹ Not all locations studied in the project and cumulative scenarios were tested for the alternative. Testing was limited to those points nearest the site, because the mass of an individual building is most likely to affect winds near that building.

³² Four of the six eliminated exceedances would be caused by the project, and two would be existing. Of the four remaining exceedances with this alternative, all are existing.

Other effects described in the Initial Study would also be the same as or similar to those of the project, because the development program and location of the building would be the same; all impacts would be less-than-significant, with mitigation included in the project.

This alternative would not meet most of the project sponsor's objectives, including: to help meet the demand for large, efficient floor plates; to provide a large, publicly accessible, ground-level usable open space that will serve as a key link within the downtown pedestrian network in an area identified in the Downtown Plan as deficient in open space; and to construct a distinctive transparent glass curtain wall building that will harmonize with existing and planned development in the area.

C. ALTERNATIVE C: BASIC FLOOR AREA RATIO (NO TDRS)

DESCRIPTION

This alternative would demolish the existing building at 562-572 Mission Street and construct a new office building with approximately 360,000 square feet of gross floor area. Under this alternative, no Transferable Development Rights would be employed by the project sponsor, and the project would be built to the maximum basic floor area ratio of 9.0:1. This alternative would construct a building approximately 20 stories tall. The base would cover approximately 75 percent of the site, and would include approximately six stories. A tower would rise above the base to a maximum height of about 275 feet.

Under this alternative, open space would be provided at ground level, in a configuration comparable to that proposed with the project, except that the plaza would be less than 60 percent of that of the proposed project. This alternative would include a single level of below-grade parking, with approximately 115 valet spaces. Two freight loading spaces would be provided, with access from Anthony Street, and four service vehicle spaces would be included in the basement garage, which would comply with the Planning Code requirement for off-street freight loading.

IMPACTS

Impacts related to the intensity of development, such as traffic generation, parking demand, and air quality emissions, would be less intensive than those of the project. As with the project, each of these effects would be less-than-significant. (Mitigation would be required for construction air quality, as with the project.) As with Alternative B, this alternative would not fully meet its parking demand (the shortfall would be about 70 spaces), but this impact would not be considered significant. Alternative C would generate fewer vehicle and transit trips than would the project. However, the incremental difference in travel patterns between this alternative and existing conditions would not change traffic or transit levels of service, compared to those that would occur with implementation of the project as proposed. Intersection operations and transit operating conditions that would degrade to unacceptable

levels of service by the interim and long-range cumulative horizon years of 2005 or 2015, respectively, would do so with or without the project, or this alternative.

Based on wind-tunnel testing of the project and of Alternative B, it is anticipated that wind effects of this alternative would be generally similar to those of the project if the tower were not substantially set back from the base. With larger setbacks (and therefore greater height), conditions would be more like those with Alternative B. Like the project and Alternative B, this alternative would be expected to require an exception from the requirements of Planning Code Section 148, as it would not eliminate existing wind speed exceedances of the pedestrian comfort criterion. Shadow effects of this alternative would be less than those of the proposed project, since the smaller tower would cast shadows over less ground. Like the project, this alternative would not add shadow to Union Square or any other Section 295 open space or to Yerba Buena Gardens; shadow effects would be less-than-significant, as with the project.

Of effects described in the Initial Study, those related to the location of the project (biology, geology/topography, water, energy, hazards, archaeological resources, and historic architectural resources) would be the same as or similar to those of the project; all impacts would be less-than-significant, with mitigation included in the project. Effects related to population and employment, construction noise, and utilities and public services would be incrementally less intensive than with the project, and all would be less-than-significant, as with the project.

Other than the No Project Alternative, this alternative could be considered environmentally superior, given that its effects would be incrementally less than those of the project and Alternative B. However, as noted in Chapters IV and V, the proposed project would not generate any significant environmental effects, nor would it make a considerable incremental contribution to cumulative impacts. It could also be argued that meeting demand for office space in compact downtown San Francisco, where transit access is good, is environmentally more beneficial since it would relieve the pressure for larger office development elsewhere in the city or region and, therefore, that the project or Alternative B would be environmentally superior to this alternative or the No Project Alternative than providing the same amount of large office space in a suburban or less intensively developed area where more travel must be by driving. However, it is speculative to consider whether a smaller building constructed on the project site, as would occur with Alternative B, would lead to increased office construction elsewhere.

This alternative, in contrast to the project and Alternative B, would not promote, or promote to a lesser degree, objectives and policies of the Downtown Plan, such as: concentrate office space for commerce in larger buildings in the downtown core already served by mass transit; provide ground level usable open space linked to the downtown pedestrian network in areas deficient in usable open space; provide open space that is clearly visible and easily reached from the street or pedestrian way; and maintain separation between buildings to preserve light and air and prevent excessive bulk. In addition, this alternative would not meet two of the project sponsor's objectives: to help meet the demand for large, efficient floor plates; and to construct a distinctive transparent glass curtain wall building that will harmonize with existing and planned development in the area. Compared to the project, this alternative

would also provide less Class A office space where the Downtown Plan indicates the largest and tallest buildings should be located, and provide less open space.

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3708/017 Occupant 562 Mission St #350 San Francisco, CA 94105	3708/018 562 Mission Street Llc 562 Mission St # 202 San Francisco, CA 94105-2910	3708/019a Occupant 67 2nd St San Francisco, CA 94105
3708/017 Occupant 562 Mission St #400 San Francisco, CA 94105	3708/019 Edward Conner Etal 27 Maiden Ln # 250 San Francisco, CA 94108-5415	3708/019a Occupant 41 Anthony St San Francisco, CA 94105
3708/017 Occupant 562 Mission St #402 San Francisco, CA 94105	3708/019 Occupant 85 2nd St #100 San Francisco, CA 94105	3708/020 Golden Gate University 536 Mission St San Francisco, CA 94105-2921
3708/017 Occupant 562 Mission St #403-1 San Francisco, CA 94105	3708/019 Occupant 85 2nd St #200 San Francisco, CA 94105	3708/028 & 029 Teachers Ins & Annuity Assn 730 3rd Av New York, NY 10017-3206
3708/017 Occupant 562 Mission St #403-2 San Francisco, CA 94105	3708/019 Occupant 85 2nd St #600 San Francisco, CA 94105	3708/028 Occupant 71 Stevenson St #110 San Francisco, CA 94105

3708/028
Occupant
71 Stevenson St #515
San Francisco, CA 94105

3708/028
Occupant
71 Stevenson St #1035
San Francisco, CA 94105

3708/028
Occupant
71 Stevenson St #1115
San Francisco, CA 94105

3708/028
Occupant
71 Stevenson St #1120
San Francisco, CA 94105

3708/028
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71 Stevenson St #1125-1
San Francisco, CA 94105

3708/028
Occupant
71 Stevenson St #1125-2
San Francisco, CA 94105

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71 Stevenson St #1125-3
San Francisco, CA 94105

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71 Stevenson St #1300
San Francisco, CA 94105

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71 Stevenson St #1425
San Francisco, CA 94105

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71 Stevenson St #1430
San Francisco, CA 94105

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71 Stevenson St #1450-1
San Francisco, CA 94105

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71 Stevenson St #1450-2
San Francisco, CA 94105

3708/028
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71 Stevenson St #1450-3
San Francisco, CA 94105

3708/028
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71 Stevenson St #1500
San Francisco, CA 94105

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71 Stevenson St #1510
San Francisco, CA 94105

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71 Stevenson St #1610
San Francisco, CA 94105

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71 Stevenson St #1620
San Francisco, CA 94105

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71 Stevenson St #1815
San Francisco, CA 94105

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71 Stevenson St #1825
San Francisco, CA 94105

3708/028
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71 Stevenson St #1900
San Francisco, CA 94105

3708/028
Occupant
71 Stevenson St #2100
San Francisco, CA 94105

3708/028
Occupant
71 Stevenson St #2120
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3708/028
Occupant
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• **CHAPTER VIII**

554 MISSION STREET PROJECT DRAFT EIR – SUMMARY OF COMMENTS AND RESPONSES

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SECTION A

INTRODUCTION

This document contains public comments received on the Draft Environmental Impact Report (Draft EIR) prepared for the proposed 554 Mission Street Project, and responses to those comments. Also included in this document are staff-initiated text changes.

Following this introduction, Section B contains a list of all persons and organizations who testified at the public hearing on the Draft EIR held on July 22, 1999. (No written comment letters were received during the public comment period, June 19 through July 22, 1999.)

Section C contains transcribed comments made at the public hearing on the Draft EIR and the responses to each of those comments. Each substantive comment on the EIR is labeled with a number in the margin, and the responses to each set of comments follow those comments.

Section D contains text changes to the Draft EIR made by the EIR preparers subsequent to publication of the Draft EIR to correct or clarify information presented in the Draft EIR.

Some comments do not pertain to physical environmental issues, but responses are included to provide additional information for use by decision makers.

These comments and responses will be incorporated into the Final EIR as a new chapter. Text changes resulting from comments and responses will also be incorporated in the Final EIR, as indicated in the responses.

SECTION B

LIST OF PERSONS COMMENTING

Lloyd Schlagle, public hearing comments

Planning Commissioner Hector Chinchilla, public hearing comments

Planning Commissioner Dennis Antenore, public hearing comments

Planning Commissioner Linda Richardson, public hearing comments

SECTION C

PUBLIC HEARING COMMENTS AND RESPONSES

This chapter contains a transcription of the comments made during the public hearing on the Draft EIR and the responses to those comments. Each substantive comment on the Draft EIR is labeled with a number in the margin and the response to each comment is presented following the commenter's remarks. Comments from the first speaker at the public hearing are answered in responses A-1, A-2, etc., from the second commenter, in responses B-1, and so on.

Comments A

Members of the Commission, my name is Lloyd Schlagle. I am a resident of San Francisco. This is a proposal to erect a 31-story building right next to a six-story building, which houses one of the best business schools in the City of San Francisco. This is Golden Gate University, which is located between First and Second Street on Mission Street. This large building is sure to be disruptive to this university environment.

A-1

In addition, there is another new building across the street 27 stories high, which has not been completed and not rented yet. There is a lot of under-utilized office space in this area. There are well over 20 buildings with a large amount of office space, which appear to be unutilized. We wonder about the merits of proceeding with this project at all.

A-2

This proposal also involves tearing down a six-story building at 562 Mission Street, which is in good condition.

A-3

This six-story building is the right height for this block and is good for this particular block of this side of Mission Street. I suggest to you the bulk and classification appears to be too high for this block, and I wonder if a reduction of this height would be in order.

A-4

Once again, this is a proposal to construct a building that is too high and not needed in the wrong place right next to the business school and Downtown San Francisco.

A-5

I suggest the project be rejected. (Lloyd Schlagle)

Responses to Comments A

A-1) The commenter has not presented any evidence that either construction or operation of the proposed project would cause substantial disruption to Golden Gate University, which, as noted

by the commenter and described on p. 25 and in Figure 5, p. 27, of the EIR, is adjacent to the project site.

The Initial Study, included in the EIR as Appendix A, describes potential project impacts resulting from construction of the proposed project in regard to noise (p. A.19) and air quality (p. A.20), and also describes impacts related to visual quality (p. A.14), and does not identify any significant effects. In addition, the discussion of visual quality on pp. 34-36 of the EIR concluded that there would be no significant adverse visual impact.

A-2) The comment does not address the adequacy or accuracy of the EIR, and no response is required. As part of these Comments and Responses, it will be forwarded to the decision-makers for their consideration. For informational purposes, the Central Business District office vacancy rate in San Francisco was reported at 4.8 percent as of June 30, 1999, down from 6.1 percent as of March 31, 1999.³³ Another source reported that Downtown San Francisco vacancy rates as of the end of 1998 were lowest of any major U.S. city.³⁴

A-3) The comment does not address the adequacy or accuracy of the EIR, and no response is required. For informational purposes, the existing building at 562-572 Mission Street is not necessarily in "good condition." As the EIR states, on p. 11, "The existing six-story building is supported with exterior metal buttresses, installed following the [1989 Loma Prieta] earthquake, that extend across Lot 15." As further stated in the Initial Study, EIR p. A.35:

These buttresses were installed following the demolition of the 1907-built, unreinforced masonry Dalziel Building that formerly stood to the east, at 554-560 Mission Street. It was demolished after sustaining extensive damage in the 1989 Loma Prieta earthquake. According to the project sponsor, when the 562-572 Mission Street building was constructed in 1919, its eastern wall was connected to the western wall of the adjacent Dalziel Building, forming a shared "party wall." Therefore, when the Dalziel Building was demolished, the decision was made to retain that structure's western (brick) wall, rather than try to dismantle the party wall. Thus, what was once the interior wall of the Dalziel Building is visible today on the east side of the 562-572 Mission Street building. At the time of the demolition, the metal buttresses were installed to help support the 562-572 Mission Street building.

A-4) The comment does not address the adequacy or accuracy of the EIR. On p. 20, the EIR notes that the project would be within the existing 500- and 550-foot height limits on the project site, states that the project sponsor is seeking an exception from the Planning Code bulk limits

³³ Cushman & Wakefield Web Site, www.cushwake.com, reviewed August 3, 1999.

³⁴ Torto Wheaton Research, a division of CB Richard Ellis Real Estate, "Office Market Comparisons by Key Market Indicators," Copyright 1999.

because the project would exceed these limits above the building's base, and describes the specific exceptions required. (See also Table 1, EIR p. 15.).

The commenter's objection to the project's proposed height will be forwarded to the decision-makers, as part of these Comments and Responses, for their consideration.

- A-5) The comment does not address the adequacy or accuracy of the EIR, and no response is required. As with the other comments, this comment will be forwarded to the decision-makers for their consideration.

Comments B

As far as impact is concerned, I believe that the visual quality impacts may have been understated. On Page 34, it talks about significance criteria. There's a statement that, "San Francisco has no formally adopted significance criteria regarding visual quality and design." Perhaps that is technically correct, but we do have criteria set forth in, for example, the Downtown Plan. We also have criteria set forth in what is required to get bulk exceptions.

As I read the appendices, in this report, it looks to me like there's going to be bulk exceptions that are going to be required for this proposal as it has been presented to us.

So I question the conclusion that this would not substantially greater obstruct, you know, visual quality or degrade visual quality. I think the Downtown Plan, for example, is very clear that certain types of buildings, as you go up after certain heights they are set back and it becomes narrower to allow sort of air and light, and this is going back to a time when they built nothing but boxes.

You know, I don't believe that this document has adequately addressed or taken into account those considerations, and I would like that to be considered in the response document. (Commissioner Hector Chinchilla)

B-1

Response to Comment B

- B-1) The statement on p. 34 of the EIR that "San Francisco has no formally adopted significance criteria regarding visual quality and urban design" refers only to criteria for determining whether the project would have a substantial adverse visual impact on the environment for the purposes of review pursuant to the California Environmental Quality Act (CEQA). This statement does not refer to the urban design objectives and policies of the *General Plan* or to the bulk limits and exception criteria in the Planning Code. (These are discussed further later in this response.)

To determine whether a proposed project would have a significant effect on the environment under CEQA, the project is evaluated to determine if it would:

- substantially degrade or obstruct publicly accessible scenic views;

- substantially degrade the existing visual character or quality of the area, or result in a substantial, demonstrable negative aesthetic effect; or
- generate obtrusive light or glare that would adversely affect views or substantially affect other properties.

If a project is determined to create, generate, or otherwise result in any of these substantial adverse environmental effects, then it would have a significant impact on the environment.

For the reasons discussed more fully on pp. 34 - 36 of the EIR (and on pp. A.12 - A.16 of the Initial Study), and after noting on p. 35 that the project would require exceptions to the bulk limits of Planning Code Section 270, the EIR authors determined that:

Given the project's proposed exterior materials and the fact that the project would be within a group of nearby buildings of generally comparable height and bulk, it cannot be concluded that the proposed building would result in a substantial, demonstrable negative aesthetic effect, or that it would substantially degrade the existing visual character of the site and its surroundings. (Page 35)

[V]isual changes on the site would not substantially change or block any scenic vista currently enjoyed from public open spaces in the area. (Page 36)

In longer range views, such as from Rincon Hill . . . , Potrero Hill, and Twin Peaks, the project would appear against a backdrop of other high-rise office towers. (Page 36)

The project would comply with Planning Commission Resolution 9212, which prohibits the use of mirrored or reflective glass. Thus, the project would not produce glare affecting other properties. (Page 36)

On the basis of the analysis described above, the EIR authors concluded that the project would not have a substantial adverse visual impact on the environment, and that the project, although it would require bulk limit exceptions, would not "substantially degrade or obstruct publicly accessible scenic views" or "substantially degrade the existing visual character or quality of the area, or result in a substantial, demonstrable negative aesthetic effect," which are the criteria by which a significant visual effect under CEQA is judged.

However, the commenter correctly notes, and the EIR points out, that regardless of the visual impact determination under CEQA, in order to approve the project, as proposed, the Planning Commission must determine that, on balance, the project is consistent with the Downtown Plan's objectives and policies and other relevant *General Plan* objectives and policies, and that the

criteria for exceptions from the Planning Code bulk limits have been met (see Table 1, EIR p. 15, and pp. 19 - 23, 35, and 63-64, and pages A.8 - A.10 and A.16 of the Initial Study).

The bulk controls in Planning Code Section 270(d) apply to “S” bulk districts, which are located in the downtown office core, in an area generally bounded by Kearny, Washington, Drumm, Steuart, and Clementina Streets and a line between New Montgomery and Third Streets.³⁵ These bulk controls were an outgrowth of the Downtown Plan’s policy directives under “Urban Form,” which includes two policies cited on EIR p. 22:

Objective 13, Policy 1, to “Relate the height of buildings to important attributes of the city pattern and to the height and character of existing and proposed development.”

Objective 13, Policy 4, to “Maintain separation between buildings to preserve light and air and prevent excessive bulk.”

In addition to those policies, Policy 2 under Objective 13 reads, “Foster sculpturing of building form to create less overpowering buildings and more interesting building tops, particularly the tops of towers” and Policy 3 reads, “Create visually interesting terminations to building towers.”

As the EIR points out, General Plan consistency and compliance with the bulk limit exception criteria will be considered by the Planning Commission independently of the environmental review process, as part of the Commission’s decision to approve, modify, or disapprove the project. As a consequence of a collaborative effort between the project sponsor’s architects and Planning Department staff, the project design has evolved since preparation of the Draft EIR. Therefore, the question of project design will be presented to the Commission at the hearing on the Planning Code Section 321 and 309 applications. The Commission’s consideration of design issues will be based primarily on the Section 321 and 309 reports prepared by Department staff, and on the models, graphics, other information and testimony presented by the project sponsor, and testimony presented by the public.

While the Final EIR will contain information useful to the Commission when it addresses these issues, including a recitation of relevant *General Plan* policies (pp. 22 - 23); descriptions of how the project generally will relate to its setting and existing and anticipated development in the area (pp. 25 - 36); and a description and graphic depiction of an alternative that would not require bulk limit exceptions (pp. 63 - 67), the EIR will not be the primary source of information relevant to design and bulk issues.

³⁵ Other smaller areas are also in the S bulk district.

The EIR analyzes an alternative (Alternative B, p. 63) that would comply with the Planning Code bulk limits. In contrast to the project, as noted on EIR p. 66, Alternative B “would appear more massive to pedestrians than the project, since the base of the building would be taller and would occupy the entire site.” The project, as proposed, would provide ground-level open space. According to the project sponsor, this would be accomplished essentially by transferring larger floor plates that could be located at the building base (as in the bulk-limit-complying Alternative B, shown on EIR p. 65) to the building’s upper floors, thereby preserving space, light, and air between the proposed building and Golden Gate University to the east.

Comments C

I had some concerns about the parking and traffic sections, particularly when it comes to the analysis of cumulative impacts. As we review these environmental impact reports for developments in this area, we get a similar kind of analysis with regard to cumulative impacts on these projects. We never seem to reach the point where the analysis is done on the overall cumulative basis, and it seems to me that at some point we reach a point where we have reached the breaking point and we say, “Well, this individual project is only contributing to two percent of this problem and, therefore, we can’t really ascribe it to this. Because if this project does not take place, these cumulative impacts will occur anyway.”

C-1

Then we go to the next project and we say the same thing. We say the same thing on a series of projects, and we never get to the analysis of the cumulative impacts.

There are some fairly serious statements in here, nonetheless, about the need for expansion of AC Transit, for example, even though they have no plans for such expansion, that in order to accommodate the cumulative growth, there would have to be expansion of transit service, not only on AC transit, but in other transit systems.

C-2

There are similar kinds of problems with regard to the parking analysis and the cumulative impacts are kind of glossed over based upon this idea that somehow this particular project is such a small percentage of the overall cumulative impacts of the projects that are going on in the area that we don’t need to really deal with it in any kind of really thorough manner.

C-3

So I’m concerned because I have seen too many of these now, since I have been on the Commission, and I don’t know when we get to the real information and the real analysis. (Commissioner Dennis Antenore)

C-4

Response to Comments C

C-1) The EIR provides an overall cumulative analysis of transportation effects, including impacts on transit, traffic, and parking. In fact, this EIR presents an additional, interim cumulative traffic, transit, and parking analysis, compared to the typical EIR, in response to questions asked by the Planning Commission and others regarding the amount of development being undertaken or planned in the overall vicinity of the Transbay Transit Terminal. As stated on p. 38:

Project-specific impacts are described here, as are projected cumulative impacts for the year 2015, based on analysis for the Transbay Study Area, generally bounded by Market, Spear, Bryant, and Third Streets.^[footnote omitted] Because the project vicinity includes a number of projects that are currently under construction, under review, or already approved but not yet built, this analysis also describes cumulative impacts for conditions that are anticipated to exist in the project vicinity if all of these projects are completed. Although there is no definitive time frame for completion of the projects currently under construction, approved, or under review, this interim cumulative analysis assumes that they would be completed by 2005.

For the 2005 analysis, a list of specific projects that are approved, under construction, or under review was analyzed, including the proposed project, as well as nearby projects under construction at 101 Second Street and on Natoma Street, nearby proposed development such as a 1.2-million-square-foot office project at First and Howard Streets and a smaller project at 535 Mission Street.

For the 2015 analysis, additional assumptions concerning the level of development that could occur in the area were factored into the analysis. Both the interim (2005) cumulative analysis and the longer-range (2015) cumulative analysis employed a computer modeling process to assign and distribute traffic from various projects, including the proposed 554 Mission Street project, to the street network in the project vicinity.

The footnote omitted from the EIR paragraph cited above indicates that the 2015 cumulative analysis was based on the 1998 Transportation Study prepared for the Transbay Redevelopment Plan EIR. While that EIR has not been published because of the evolving City and regional policy debate over the fate of the Transbay Terminal, the Transportation Study evaluated potential long-term traffic, transit, and parking impacts of development in the Transbay study area, bounded by Market Street on the north, Spear Street on the east, Harrison and Bryant Streets on the south, and a line that varies between Second Street and Third Street on the west. The Transportation Study evaluated two potential development scenarios based on different assumptions about growth in the Transbay area, and also evaluated a scenario assuming no change in growth in the area beyond that already forecast by the Association of Bay Area Governments (ABAG) in its *Projections '96*, which at the time the analysis was conducted was the latest in ABAG's biennial series of population and employment projections. The "No Project" option envisioned 3,700 new housing units, 3.5 million square feet of new office space, and 65,000 square feet of retail space in the study area. One study alternative assumed that mixed-use development in the area would result in development of 25 percent more residential units, more than 1.5 times the "No Project" growth in office square footage, and more than 8 times the increase in retail square footage of the ABAG forecast; the other alternative, which envisioned more intense office development, assumed more than 3.5 times the "No Project"

growth in office square footage, more than 10 times the increase in retail square footage, and fewer than one-half as many new residential units as the ABAG forecast. The Transportation Study, however, found that p.m. peak-hour trip generation in 2015 would vary by only about 11 percent between these two “development” alternatives, and that under both alternatives intersections that currently operate at degraded levels of service (13 of 44 intersections studied are at LOS E or F) would continue to do so in the future, albeit with greater congestion due to development. Under the two alternatives, eight to ten intersections would newly degrade from acceptable conditions (LOS D or better) to unacceptable conditions (LOS E or F) by 2015, depending on the disposition of the Transbay Terminal and potential changes in the street network.

As stated on EIR p. 40, the interim cumulative analysis found that conditions at both the Mission / First Streets and Mission / Second Streets intersections would deteriorate to Level of Service (LOS) F by 2005, with or without traffic from the proposed project. The commenter correctly states the EIR’s conclusion that the 554 Mission Street project would have a minimal effect on overall traffic conditions in the Transbay study area, because it would represent such a small percentage of total development in downtown San Francisco, both now and in the future. For example, there are more than 75 million square feet of office space in San Francisco at present,³⁶ meaning that the proposed 660,000-square-foot project would represent less than one percent of existing office space. The State CEQA Guidelines and applicable case law both state that mitigation can be imposed on a project only to the extent that the project causes a significant adverse impact or makes a considerable contribution to a significant cumulative impact under CEQA. This is the reason that the EIR discusses the project’s contribution to various cumulative impacts in percentage or similar terms.

As long ago as 1984, the Downtown Plan EIR forecast that by 1990 operations at key intersections on First Street would be at LOS F, and that traffic flows would be “constrained” (i.e., vehicles forced to wait through more than one signal cycle) on First Street from Mission Street back across Market Street and onto Bush and Battery Streets. Development currently under way or proposed in the project vicinity, such as under-construction projects at 101 Second Street and 199 Fremont Street, as well as the proposed 554 Mission Street project, is occurring as was planned in or projected by the Downtown Plan, which identifies the area generally east of Second Street and south of Market Street (to Howard or Folsom) as the location in which to concentrate future development of the largest and tallest buildings.

Whether future growth and development projections actually come to pass is somewhat speculative. However, the EIR uses the best available information to portray a reasonable future

³⁶ Colliers International, *First Quarter Newsletter - 1999*, available Colliers International Web Site, www.colliers.com. Reviewed August 3, 1999. The 75 million square feet includes only space in buildings of greater than 20,000 sq. ft. or 50,000 sq. ft., depending on the location, and therefore somewhat understates existing space.

scenario for traffic, transit, and parking in the project vicinity in both the year 2005 and the year 2015. As the commenter states, growth may result in some impacts reaching what some would consider a “breaking point.” If San Francisco’s policy makers should conclude that this is the case, decisions may be made to control or direct growth, just as was done at the time the Downtown Plan was enacted in 1984. However, it is not possible in the context of a project-specific analysis such as the 554 Mission Street EIR to fully analyze all potential ramifications of policy changes that could affect the entire downtown or South of Market area.

The cumulative impact analysis in a project EIR serves a useful purpose even if the EIR concludes that the project’s contribution to significant cumulative impacts is not considerable. The EIR gives the policy makers a “snapshot” of existing development and its impacts and a current projection of future cumulative development and its impacts. This enables policy makers to monitor both existing development impacts and projections of future development impacts as each may change over time, as to use the information thereby obtained to make timely and orderly policy changes should the information indicate change is appropriate.

The San Francisco County Transportation Authority has recently undertaken a Strategic Analysis Report on traffic and parking in the South of Market area, defined in the report as being bounded by Market Street, the Bay, China Basin Channel, Alameda Street, and U.S. 101. This report is intended to provide the Transportation Authority (the Board of Supervisors) with information to allow consideration of traffic, transit, and parking improvements needed to accommodate Caltrans freeway construction work; other transportation projects, such as the ongoing Mid-Embarcadero Roadway construction, the Third Street Light Rail Line, and improvements to the Transbay Transit Terminal; and development in the project vicinity and in the Mission Bay area, as well as the spring 2000 opening of Pacific Bell Park. A draft version of the report, issued August 9, 1999, suggests that transit will have to play a major role in a “balanced approach” to meeting transportation needs in the South of Market area (SOMA); that traffic from growth in SOMA will contribute to freeway and ramp congestion, further degrading the operation of local streets; that planned freeway seismic work will further exacerbate local street conditions and will require that Caltrans and the City jointly agree upon traffic management strategies to reduce this impact; and that between 2,000 and 3,000 new parking places (beyond those planned for development projects) will be needed in SOMA by 2005. The report suggests valet parking in existing facilities could meet some of this need, and that taxis and dial-a-ride services could help satisfy some transit demand in SOMA.

- C-2) For purposes of a conservative analysis, EIRs in San Francisco – as is the case for the 554 Mission Street report – assume development included in credible projections will occur (as described in the response to Comment C-1, above), but do not assume transit (or street or highway) improvements will be made unless they are reasonably assured of being funded or are included in a specific planning document. Thus, while the EIR cites, on p. 43, planned BART

service improvements as described in BART's *1996 Short-Range Transit Plan*, AC Transit was not forecasting comparable improvements at the time of the publication of the Draft EIR. Hence, the EIR's conclusion that, "AC would have to consider increasing transbay service capacity by 2015 if it is to accommodate increased ridership." However, it would not be unreasonable to assume that AC Transit and other transit providers would increase service to meet increased demand.

In June 1999, the AC Transit Board of Directors approved Phase II of AC's Transbay Comprehensive Service Plan (CSP) calling for improving Transbay service by extending the hours of operation on several lines, increasing frequencies, adding new Transbay lines, and adjust existing Transbay lines to make service in the East Bay less circuitous. Prior to the September 1997 BART strike, AC had considered cutbacks in Transbay service. However, during the BART strike, AC's Transbay ridership was as high as 42,000 passengers per day, compared to fewer than 9,000 previously. Since BART resumed service, AC Transbay ridership has remained above 13,000 passengers per day, up 50 percent or more from ridership in early 1997. Under the Transbay CSP, two new lines were added in June 1998, serving the Richmond-El Sobrante and the Hayward-Union City-Newark areas. The second phase of the CSP calls for additional improvements in service, increased frequencies, and extended Transbay service hours for lines serving Oakland, Berkeley, and Alameda.³⁷ In light of the above, the EIR analysis of future transit conditions can be said to be conservative.

- C-3) The EIR's parking analysis is thorough. The project is evaluated against both the Planning Code parking requirement and project-generated parking demand. The Planning Code does not require any parking for the proposed project, because it is located in a C-3 District where off-street parking is required only for residential projects. However, as noted in the EIR, the project proposes 215 parking stalls, or 330 parking spaces with valet operations.³⁸ The 330 spaces would represent a net increase over the 250 valet spaces that currently are provided on the project site. With an estimated total demand of 340 spaces, the project would meet 97 percent of its parking demand (about 10 spaces would be demanded elsewhere). The project would also eliminate the existing 250 valet spaces, requiring those drivers to look for parking elsewhere. This would increase the average weekday mid-afternoon occupancy in off-street parking garages within the project area from the existing 78 percent to about 83 percent.

³⁷ Parry, Steve, Service Development Manager, AC Transit, telephone conversation, March 16, 1999.

³⁸ As stated in footnote b to Table 1, EIR p. 15, "Approximately 330 parking spaces would be provided if valet parking were offered, assuming 215 sq. ft. per space; excludes ramps. [A] portion of parking counted as gross floor area represents parking in excess of 7 percent of gross floor area of building; approval of this parking as a principal use would require Conditional Use Authorization. Alternatively, per Planning Code Sec. 102.9(b)(16), parking in excess of 7 percent of gross floor area may be counted as accessory parking if it is considered replacement for short-term parking lost to the project." As stated on EIR p. 21, this Conditional Use Authorization would be required "unless the Planning Commission requires the project sponsor to replace the existing parking spaces displaced by the building under Planning Code Sections 102.9(b)(16) and 309." Should the Planning Commission not require the sponsor to replace the spaces in the existing parking lot, the

As explained in the response to Comment C-1, p. C&R.8, the EIR also contains a thorough description of cumulative parking conditions, both in the interim (2005) and longer term (2015), on pp. 43-44. The EIR indicates on p. 44 that, by 2015, there could be a commercial parking shortfall of about 4,750 spaces in the Transbay Study Area, bounded by Market, Spear, Bryant, and Third Streets. However, because the project would essentially meet its parking demand, the project contribution to the cumulative parking shortfall (10 spaces) would not be considerable. The long-term effect of the cumulative parking deficit could be to discourage auto use and encourage use of local transit; it could also encourage construction of additional parking facilities or measures to increase the supply within existing and proposed facilities (e.g., through valet parking).

C-4) Please see the responses to Comments C-1 through C-3.

Comments D

One thing that I couldn't find in here is how this building and the traffic and the loading works with the other development that is going on in the area, and within a two-block radius there is some serious building going on there.

So -- well, I think it has been addressed to some extent, but from a design perspective, is this loading area, for example, consistent, and will it interfere or won't it interfere with other . . . for example, 101 2nd [Street]. What else. The possible development behind the Transbay Terminal. That has to be looked at, I think, a little closer. (Commissioner Hector Chinchilla)

D-1

Response to Comments D

D-1) Regarding traffic impacts, traffic from the proposed project was assigned to various routes depending on the destination (as determined by reference to standard City trip distribution methodology, based on the Planning Department's Citywide Travel Behavior Survey). The resulting analysis of "Existing-plus-Project" conditions, as reported on EIR p. 39, concluded that project traffic would not worsen operating conditions at any of the six intersections studied. In terms of cumulative impacts, the computer modeling process used in the cumulative traffic analysis described in the response to Comment C-1, p. C&R.8, captures the interaction of traffic generated by various projects and portrays operations for the entire network of intersections. While, as noted on EIR pp. 40 - 41, operating conditions at two of the six intersections studied would worsen under cumulative conditions, the project's contribution to these conditions would not be considerable. Please see also the response to Comment C-1, p. C&R.8.

Regarding freight loading, the EIR evaluates impacts of the proposed project on p. 45, where it is noted that the project's proposed three full-size truck spaces and seven service van spaces would

sponsor would most likely construct two levels of parking amounting to 7 percent of gross floor area. This would result in approximately 140 parking spaces, or about 215 spaces with valet operations.

meet both the Planning Code requirement and the estimated peak demand for loading spaces. Concerning operational aspects of loading, the EIR states on p. 45:

Standard 30-foot-long single-unit trucks would be able to efficiently enter the proposed loading dock by backing in from a northbound position on Anthony Street. However, a larger (40-foot long) semi-trailer truck would require multiple “back-and-forth” maneuvers. As described above, surveys of a similar-sized building [333 Market Street] indicate that service vehicles are predominantly vans and pick-up trucks; use of semi-trailer trucks is rare. Temporary disruption of traffic flow on Anthony Street, including vehicles entering and departing the project garage, would occur during backing maneuvers by large trucks, but because traffic and loading volume on Anthony Street would not be heavy, because the peak period of loading activity (mid-morning) would not coincide with peak periods of vehicle traffic, and because few large trucks would be anticipated to use the loading docks, effects would be expected to be minimal. Therefore, project impacts related to loading would not be significant.

The analysis above primarily concerns truck operations on Anthony Street and the potential for conflict with other vehicle traffic there. Trucks traveling on local streets, either before or after making a loading stop at the project, would be part of the overall traffic stream (the traffic analysis assumes a certain percentage of truck traffic) and would not be expected to interact adversely with operation of loading docks at other projects in the vicinity.

Comments

In addition to the traffic concerns, I also wanted to question why we have to have the retail space and, again, the impact on the overall development, the areas between the First and Second Street, actually on the main thoroughfare to the, you know, Bay Bridge. And I am just very concerned about the cumulative impact on the traffic in the area. Right now it is hell down there. (Commissioner Linda Richardson)

E-1

Response to Comments E

E-1) The project sponsor proposes approximately 5,000 square feet of ground-floor retail space to meet the goals and objectives of the Downtown Plan, which, as noted on EIR p. 23, includes Objective 16, Policy 4, to “Use designs and materials and include activities at the ground floor to create pedestrian interest.” The text accompanying this policy states, “Shops and restaurants contribute liveliness and visual interest to street frontages, lobbies and plazas of office buildings. [Ground] floor space fronting on streets, pedestrianways, plazas, and courtyards outside the retail district should be devoted primarily to retail and service uses that are of interest to pedestrians and that meet the needs of workers and visitors to nearby buildings.” And as stated on EIR p. 22, Downtown Plan Objective 3, Policy 5, concerning downtown retail space, reads, “Meet the convenience needs of daytime downtown workers.” The Planning Code specifically encourages

ground-floor convenience retail space in the C-3 (Downtown) zoning districts (except C-3-R, Retail) by exempting up to 5,000 square feet of “space devoted to personal services, restaurants, and retail sales of goods intended to meet the convenience shopping and service needs of downtown workers and residents” from a building’s gross floor area, which is the space that is measured in calculating permitted floor area ratio (Sec. 102.9(b)(12)).

It should be noted that the project’s retail component is relatively small (approximately 5,000 square feet), and that, as stated on EIR p. 13, “While specific retail tenants have not been identified, the first floor of the project would consist of ‘convenience retail’ space (*i.e.*, retail stores that would be expected to serve primarily project building employees and nearby employees and residents).” That is, much like other downtown office buildings, the retail space would not be the type of space that attracts persons from outside the area who would have to drive to the site. Rather, it would likely be in the form of uses such as sandwich and coffee shops, drugstores, convenience stores, dry cleaners and the like, which provide services to downtown workers and visitors and thereby actually can help to reduce traffic by eliminating the need for workers to leave the area on errands.

Regarding cumulative traffic impacts, please see the response to Comment C-1, p. C&R.8.

SECTION D

STAFF-INITIATED TEXT CHANGES

The fifth sentence of the first paragraph under “Transportation” on Draft EIR p. 3 is revised as follows to correct an editing error (deleted language is indicated with ~~strikethrough~~ text):

Under interim cumulative (Year 2005) and longer-range cumulative (Year 2015) traffic conditions, operations at Mission / First and Mission / Second Streets would deteriorate ~~from~~ to LOS F; traffic at these intersections is largely a function of vehicles destined for the Bay Bridge and other freeway on-ramps.

The third sentence of the first full paragraph on Draft EIR p. 66 is revised as follows to correct an editing error (deleted language is indicated with ~~strikethrough~~ text):

The greatest change, compared to project conditions, would occur at two locations on Jessie Street, where wind speeds adjacent to the project site would be 5 mph to ~~6 mph~~ less than with the project, and 1 mph to 3 mph less than under existing conditions.

• **CHAPTER IX**

APPENDICES

APPENDIX A: Initial Study

APPENDIX A

INITIAL STUDY

**NOTICE THAT AN
ENVIRONMENTAL IMPACT REPORT
IS DETERMINED TO BE REQUIRED**

Date of this Notice: April 10, 1999

Lead Agency: City and County of San Francisco, Planning Department
1660 Mission Street, 5th Floor, San Francisco, CA 94103

Agency Contact Person: Irene Nishimura

Telephone: (415) 558-6358

Project Title: 98.321E: 554 Mission Street

Project Sponsor: Hines Interests Limited Partnership

Contact Person: Cameron Falconer
(415) 982-6200

Project Address: 554-584 Mission Street

Assessor's Block and Lot: Block 3708, Lots 15, 17, 18

City and County: San Francisco

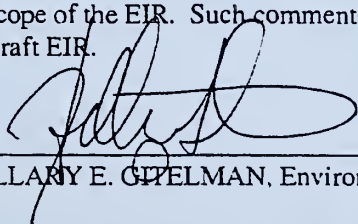
Project Description: The proposed project would be the demolition of a six-story, approximately 65,000-square-foot office building at 562 Mission Street (Category V building under Article 11 of the Planning Code) and removal of two adjacent parking lots, and new construction of a 31-story (plus mechanical penthouse) office building on an approximately 39,800-square-foot site on the north side of Mission Street, between First and Second Streets, bounded by Mission Street to the south, Anthony Street to the west, Jessie Street to the north, and Golden Gate University to the east. The new approximately 420-foot-tall building would be about 665,000 gross square feet (gsf) and would contain approximately 660,000 gsf of office space, about 5,000 gsf of ground floor retail space, and a three-level basement parking garage. About 215 parking spaces (or 345 valet parking spaces) would be provided within the garage, replacing approximately 250 existing valet parking spaces in a surface and subsurface lot. An approximately 15,000-square-foot plaza and pedestrian walkway on the east portion of the project site, adjacent to Golden Gate University, would provide usable open space and access to other plazas and walkways between Jessie and Stevenson Streets. The project would also include three off-street freight loading spaces.

The project site consists of three adjoining parcels (Lots 15, 17, and 18 in Assessor's Block 3708) within a C-3-O (Downtown Office) District and a 500-S Height and Bulk District (Lot 18) and a 550-S Height and Bulk District (Lots 15 and 17). The proposed project would require review by the Planning Commission pursuant to Planning Code Sections 309 and 32, and may require Conditional Use authorization under Section 303 for parking in excess of 7 percent of gross floor area.

THIS PROJECT MAY HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT AND AN ENVIRONMENTAL IMPACT REPORT IS REQUIRED. This determination is based upon the criteria of the Guidelines of the State Secretary for Resources, Sections 15063 (Initial Study), 15064 (Determining Significant Effect), and 15065 (Mandatory Findings of Significance), and the following reasons, as documented in the Initial Study for the project, which is attached.

Deadline for Filing an Appeal to the Planning Commission of this Determination that an EIR is required is May 10, 1999. An appeal requires: 1) a letter specifying the grounds for appeal, and 2) a \$209.00 filing fee.

The public is invited to comment on the scope of the EIR. Such comments must be received by May 10, 1999, to ensure consideration in preparing the Draft EIR.


HILLARY E. GIPELMAN, Environmental Review Officer

554 MISSION STREET
INITIAL STUDY
98.321E

I. PROJECT DESCRIPTION

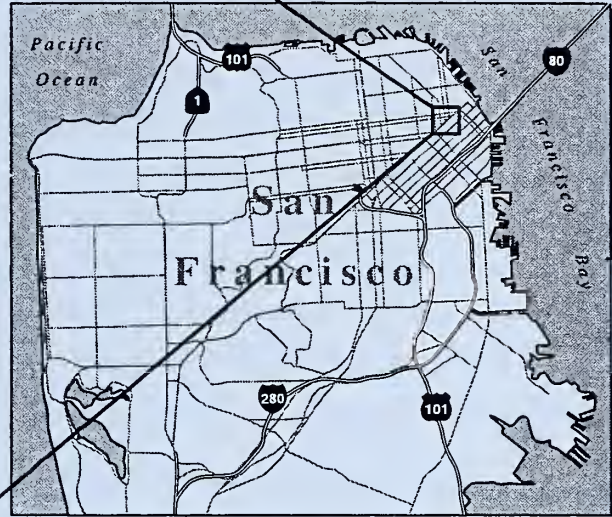
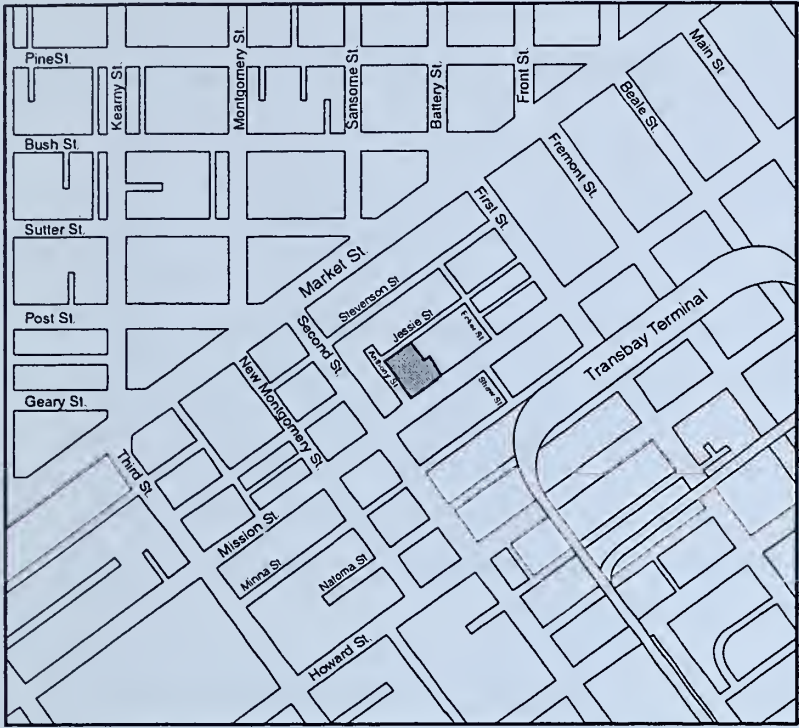
This project is located in downtown San Francisco within a C-3-O (Downtown Office) District, where “[t]he intensity of building development is the greatest in the City, resulting in a notable skyline symbolizing the area’s strength and vitality.”¹ The project sponsor, Hines Interests Limited Partnership, would demolish the existing six-story building and basement, and remove two parking lots to construct a 31-story (plus 17-foot-high mechanical penthouse), approximately 420-foot-tall, 665,000-gross-square-foot office building with below-grade parking garage and ground-level plaza.

As shown in Figure 1, the project site is located on Mission and Jessie Streets, between Anthony Street to the west and Golden Gate University to the east; the site is near the northeast corner of Second and Mission Streets. The site consists of three contiguous parcels: Lots 15, 17 and 18 in Assessor’s Block 3708, and is approximately 39,800 square feet in area. The center lot, Lot 17, is the only parcel that contains an existing building; buildings on the other two parcels were demolished, one in 1966 and the other, in 1993, after the Loma Prieta earthquake. The existing six-story building is supported with exterior metal buttresses, installed following the earthquake, that extend across Lot 15. Basement levels of all three parcels connect and, together with the surface lot on Parcel 18, constitute one large parking lot that accommodates about 250 (primarily long-term) vehicles, with valet parking operation. The project sponsor has entered into a long-term ground lease and has an option to purchase all three parcels.

The project site is in two different height and bulk districts. Lot 18, the westernmost parcel of the project site, is within a 500-S Height and Bulk District. Lots 15 and 17 are within a 550-S Height and Bulk District. The new building would be sited such that it would be in both districts, hence the prevailing height limit would be 500 feet, which the project would meet. The bulk limit would be exceeded at the lower and upper portions of the tower as the building would have very minor setbacks as it rises to its approximately 420-foot height, rather than the greater setbacks required under the Planning Code.

The new building would contain approximately 660,000 gross square feet (gsf) of office space and about 5,000 gsf of ground floor retail space (see Figure 2, p. 5). While specific retail tenants have not been identified, the first floor of the project would consist of “convenience retail” space (*i.e.*, retail stores that would be expected to serve primarily project building employees and nearby employees and residents). A plaza and arcade would be constructed on the eastern portion of the project site, adjacent to Golden Gate University and across Jessie Street from the 71 Stevenson Street pedestrian plaza. Three off-street freight loading spaces would be provided with access from Anthony Street. A three-level basement

¹ *San Francisco Planning Code*, Section 210.3.



Case No. 98.321E: 554 Mission Street (ESA 980269) ■

Figure 1
Project Location

parking structure would provide up to about 215 off-street parking spaces (or about 345 valet-service spaces).

The existing structure, the approximately 65,000-square-foot D.N. & E. Walter Co. Building at 562-572 Mission Street, was constructed in 1919. It is about 85 feet tall to the parapet on Mission Street (about 80 feet to the roof) and is constructed of reinforced concrete with a brick facing. The building is designated Category V (unrated) under Article 11 of the San Francisco Planning Code, which addresses preservation of buildings and districts of architectural, historical, and aesthetic importance in the C-3 (Downtown) zoning districts. This building is not located within any of the downtown Conservation Districts, but is adjacent to the New Montgomery-Second Street Conservation District, across Anthony Street. Two retail businesses occupy the first floor (two other retail storefronts are currently vacant) and a variety of office uses occupy the upper five floors, including property management companies, entertainment media firms, architectural firms and security guard services.

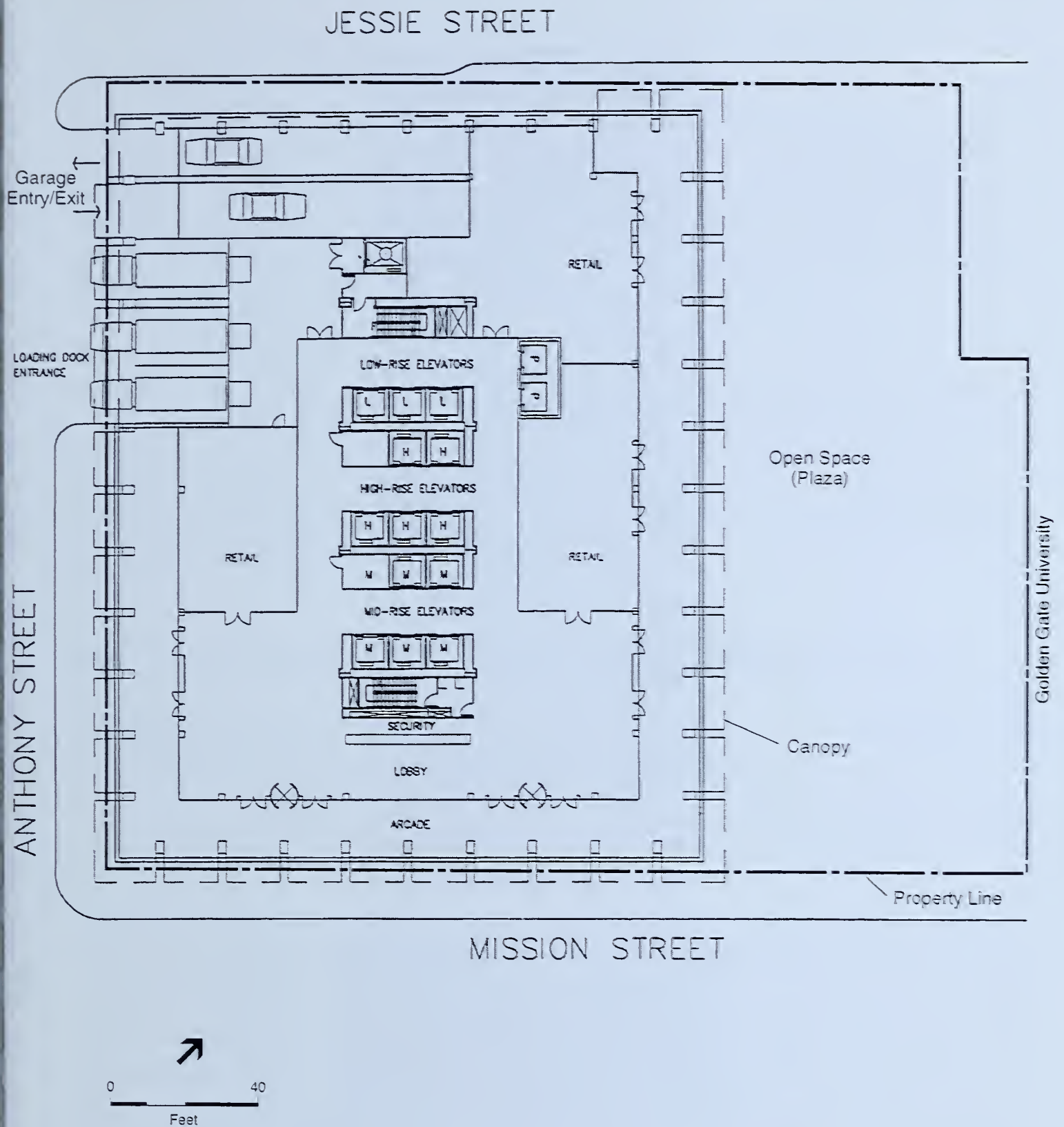
The new building would be a steel-frame structure with a glass curtain wall. Exterior materials would include a combination of painted aluminum mullions and transparent glass that is intended by the architect to recall early 20th century curtain wall construction while also being complementary to nearby modern high-rise buildings (see Figure 3, p. 6). As currently designed, the building would have lobby entrances on Mission and Anthony Streets and lobby access to the plaza on the east side of the building. Additional entrances from the plaza would provide direct access to most of the retail space; all of the retail space would be accessible from the lobby. The off-street loading docks, accessible from Anthony Street, would serve uses on all floors. Access to the parking garage would also be from Anthony Street, at the corner of Jessie Street. The building would cover about 63 percent of the combined three lots, with the remaining space devoted to a plaza and walkway (about 15,000 square feet).

Excavation would be required for construction of the parking garage and building foundation system, which would remove up to approximately 57,400 cubic yards of soil. Construction would require pile driving.

The project would involve purchase and use of Transferable Development Rights (TDRs) from other parcel(s) in the C-3 Districts. The project's floor area ratio (FAR)² would be 16.6:1, which is below the maximum permitted FAR of 18:1 in the C-3-O District when a project sponsor uses TDRs.

Project construction would take about 24 months, including demolition of the existing structure and the two parking lots, with occupancy planned for fall 2001. Construction cost, including demolition, is estimated at \$80 million. The project architect is Cesar Pelli & Associates, Inc., in association with Kendall/Heaton Associates.

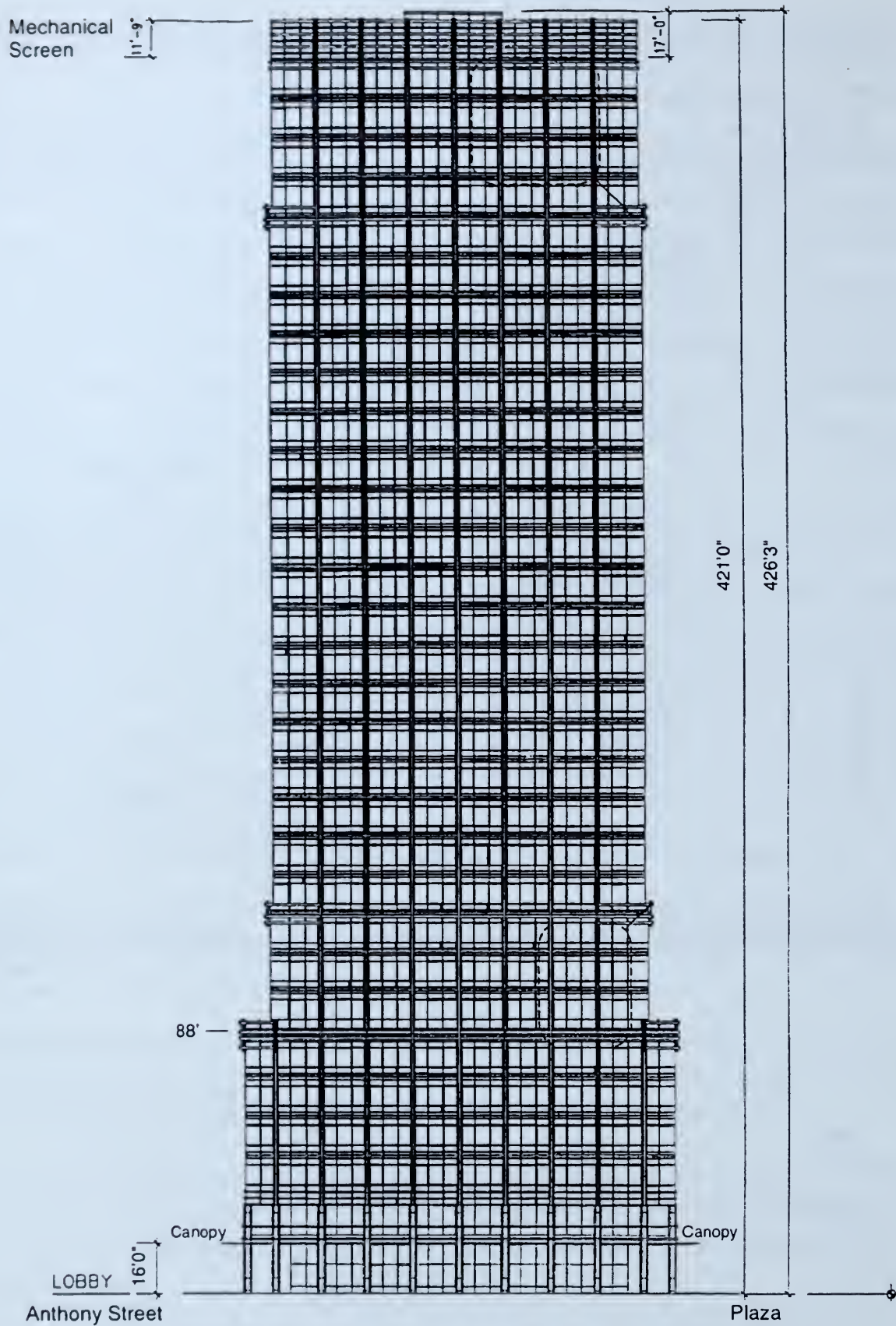
² Floor area ratio is the ratio of gross floor area to the area of the lot.



SOURCE: Cesar Pelli & Associates, Inc.

Case No. 98.321E: 554 Mission Street (ESA 980289) ■

Figure 2
Ground Floor Plan



SOURCE: Cesar Pelli & Associates, Inc.

Case No. 98.321E: 554 Mission Street (ESA 980269) ■

Figure 3
Mission Street Elevation

II. SUMMARY OF POTENTIAL ENVIRONMENTAL EFFECTS

A. EFFECTS FOUND TO BE POTENTIALLY SIGNIFICANT

The 554 Mission Street project is examined in this Initial Study to identify potential effects on the environment. Impacts on transportation, shadow, and wind have been determined to be potentially significant, and will be analyzed in an Environmental Impact Report (EIR). In addition, the EIR will provide additional discussion of land use and of the project's visual impacts for informational purposes, although both are determined in this Initial Study to be less-than-significant impacts.

B. EFFECTS FOUND NOT TO BE SIGNIFICANT

The following potential impacts were determined either to be insignificant or to be mitigated through measures included in the project. These items are discussed in Section III below, and require no further environmental analysis in the EIR: population, noise, air quality, utilities/public services, biology, geology/topography, water, energy, hazards, archaeological resources, and historic architectural resources. As noted, land use and visual quality are fully analyzed herein as well, although those topics will also be presented in the EIR for informational purposes.

III. ENVIRONMENTAL EVALUATION CHECKLIST AND DISCUSSION

A. COMPATIBILITY WITH EXISTING ZONING AND PLANS	<u>Discussed</u>	<u>Not Applicable</u>
1) Discuss any variances, special authorizations, or changes proposed to the Planning Code or Zoning Map, if applicable.	<u>X</u>	<u> </u>
2) Discuss any conflicts with any adopted environmental plans and goals of the City or Region, if applicable.	<u>X</u>	<u>X</u>

The project is located within the boundaries of the Downtown Plan, an Area Plan of the *San Francisco General Plan*. The Downtown Plan is the policy document that guides growth and development in San Francisco's downtown area. Centered on Market Street, the Plan covers an area roughly bounded by Van Ness Avenue to the west, The Embarcadero to the east, Folsom Street to the south, and the northern edge of the Financial District to the north. The Plan contains objectives and policies which address the following issues: provision of space for commerce, housing, and open space; preservation of the past; urban form; and movement to, from, and within the downtown area (transportation). The Downtown Plan was intended to manage growth in this area, including maintaining a compact downtown core and directing growth to areas with developable space and easy transit accessibility so downtown would "encompass a compact mix of activities, historical values, and distinctive architecture and urban forms that engender a special excitement reflective of a world city" (Downtown Plan, p. II.1.1). The Downtown Plan limits growth in the traditional downtown, centered in the Financial District, by adjusted height limits and FARs (floor area ratios). The Plan does, however, identify specific South of Market areas, which include the proposed project site, for high-rise office development.

The San Francisco Planning Code implements the *San Francisco General Plan*, and governs permitted uses, densities and configuration of buildings within San Francisco. The Plan incorporates by reference the City Zoning Maps. Permits to construct new buildings or to alter or demolish existing ones may not be issued unless the proposed project conforms to the Planning Code or an exception is granted pursuant to provisions of the Code.

The project is within a C-3-O (Downtown Office) District. The Planning Code states that the C-3-O District, "playing a leading national role in finance, corporate headquarters and service industries, and serving as an employment center for the region, consists primarily of high-quality office development. The intensity of building development is the greatest in the City, resulting in a notable skyline symbolizing the area's strength and vitality" (Section 210.3). In the C-3-O (Downtown Office) District, the basic permitted floor area ratio (FAR) is 9:1. However with the transfer of development rights (TDR), a developer can transfer the FAR from a site containing a qualifying historic structure to a proposed project site, allowing a floor area ratio as high as 18:1. As an office building, the proposed project is a principal permitted use in the C-3-O District. It would also be within the floor-area-ratio of 18:1 permitted in the C-3-O District when a developer uses transferred development rights (Section 123(c)(1)).

Most of the project site (Lots 15 and 17) is located within the 550-S Height and Bulk District; the far western portion of the site (Lot 18) is within the 500-S Height and Bulk District. The 550-S District permits buildings up to 550 feet in height, with setbacks above the base (generally above a streetwall height up to 1.25 times the width of the widest abutting street or 50 feet, whichever is more), and applies primarily to high-rise structures. Likewise, the 500-S District permits buildings to a height of up to 500 feet, with setbacks above the base. The project would be within the height limit of both the 500-S and 550-S Districts, but would require an exception from the bulk limits.

As proposed, the project would be a tower of essentially the same bulk from the top of the building base to the topmost parapet, with 8½-foot setbacks on the east and west above the 88-foot-tall base and minor setbacks of 1 foot at the 10th and 28th stories, and would therefore exceed the limits established in Planning Code Section 270(d) for floor plates and horizontal dimensions of the tower (see Table 1).

Section 309 of the Planning Code, Permit Review in C-3 Districts, governs the review of project authorization and building and site permit applications in C-3 Districts. The project would require Planning Commission review and approval under Section 309, because the project would exceed 50,000 gross square feet and because the sponsor seeks exceptions, pursuant to Section 309, to the following Code sections: ground-level wind current requirements (Section 148), if it is determined that the project would not reduce existing exceedances of the pedestrian wind speed criterion; freight loading requirements (Section 161(h)), because the project would provide fewer than the required number of off-street loading spaces; and bulk requirements (Section 270), because the project would exceed bulk limits above the building's base. Section 309 also permits the imposition of certain conditions in regard to such matters as a project's siting and design; view, parking, traffic and transit effects; energy consumption; pedestrian environment; and other matters.

TABLE 1
PROJECT COMPARED TO PLANNING CODE BULK REQUIREMENTS

Parameter	Permitted	Proposed
Lower Tower (103 feet ^a to 260 feet ^b in height)		
Maximum horizontal dimension	160 feet	180 feet
Maximum diagonal dimension	190 feet	218 feet
Maximum average floor plate	17,000 sq. ft.	21,840 sq. ft.
Maximum floor size, any floor	20,000 sq. ft.	22,140 sq. ft.
Upper Tower (above 260 feet in height)		
Maximum horizontal dimension	130 feet	180 feet
Maximum diagonal dimension	160 feet	217 feet
Maximum average floor plate	12,000 sq. ft.	21,642 sq. ft.
Maximum floor size, any floor	17,000 sq. ft.	21,780 sq. ft.
Volume reduction required in upper tower (compared to straight extension of lower tower)	40 percent	0 percent
^a Building base, measured according to the Planning Code, is 1.25 times the width of Mission Street (82.5 feet), or 103 feet.		
^b Lower tower, measured according to the Planning Code, extends from top of base to approximately 260 feet.		
SOURCE: San Francisco Planning Code Section 270(d); Cesar Pelli & Associates		

The project may require Conditional Use authorization under Planning Code Section 303 to provide parking in an amount in excess of 7 percent of the gross floor area, per Section 204.5.

The project would also be subject to Planning Code Section 295 (shadow on certain public open spaces). Shadow effects are discussed on p. 21, and will be analyzed in the EIR.

As an office project, the project would also be subject to Planning Code Section 321 – Office Development: Annual Limit, and certain other Planning Code sections: transportation management and transportation brokerage services (Section 163); the Office of Affordable Housing Production Program (Section 313 et. seq.); child care provision fees (Section 314 et. seq.); and downtown park fees (Section 139). The project would also require approval of demolition and building permits by the Department of Building Inspection.

Environmental plans and policies, like the Bay Area Air Quality Management District's *1997 Clean Air Plan*, directly address physical environmental issues and/or contain standards or targets that must be met in order to preserve or improve specific components of the City's physical environment. The proposed project would not obviously or substantially conflict with any such adopted environmental plan or policy.

In general, potential conflicts with the *General Plan* are considered by decision-makers (normally the Planning Commission) independently of the environmental review process, as part of the decision to approve, modify or disapprove a proposed project. Any potential conflict not identified here could be considered in that context, and would not alter the physical environmental effects of the proposed project. The relationship of the proposed project to objectives and policies of the *General Plan* will be discussed in the EIR.

On November 4, 1986, the voters of San Francisco passed Proposition M, the Accountable Planning Initiative, which established eight Priority Policies. These policies are: preservation and enhancement of neighborhood-serving retail uses; protection of neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles; protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; earthquake preparedness; landmark and historic building preservation; and protection of open space. Prior to issuing a permit for any project which requires an Initial Study under the *California Environmental Quality Act* (CEQA), or adopting any zoning ordinance or development agreement, the City is required to find that the proposed project or legislation is consistent with the Priority Policies. The motion by the Planning Commission approving or disapproving the project will contain the analysis determining whether the project is in conformance with the Priority Policies.

B. ENVIRONMENTAL EFFECTS

All items on the Initial Study Checklist have been checked "No," except for the items regarding transportation and air quality/climate (shadow and wind), indicating that, upon evaluation, staff has determined that the proposed project could not have a significant adverse effect in those areas checked "No." For items where the conclusion is "To be Determined," the analysis will be conducted in the EIR. Several checklist items have also been checked "Discussed," indicating that the text includes discussion of that particular issue. For all of the items checked "No" without discussion, the conclusions regarding potential adverse environmental effects are based on field observation, staff and consultant experience on similar projects, and/or standard reference material available within the Planning Department such as the Department's Transportation Guidelines for Environmental Review, or the California Natural Diversity Data Base and maps, published by the California Department of Fish and Game. For each Checklist item, the evaluation has considered the impacts of the project both individually and cumulatively.

1) <u>Land Use</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Disrupt or divide the physical arrangement of an established community?	_____	<u>X</u>	<u>X</u>
(b) Have any substantial impact upon the existing character of the vicinity?	_____	<u>X</u>	<u>X</u>

The 39,800-sq.-ft. project site is currently occupied by a six-story-plus-basement building on a 12,150-sq.-ft. lot at 562-572 Mission Street; a 14,650-sq.-ft. concrete two-level parking lot along

Anthony Street, between Mission and Jessie Streets; and a 12,900-sq.-ft. basement-level parking lot at the eastern end of the project site along Mission Street (extending to Jessie Street). The existing 65,000-sq.-ft. building has a basement used for off-street parking, two retail businesses (and two vacant storefronts) on the first floor, and office space on the upper levels for a range of businesses that includes architects, entertainment media companies, property management companies and security guard services. The parking lot along Anthony Street consists of a surface lot and a slightly smaller basement lot, the remainder of a building demolished in 1966. The parking lot at the eastern end of the project site consists of the remaining open basement of a building demolished in 1993; that lot is fenced off and is accessible only from the surface lot on Anthony. The basements of all three lots are interconnected and used as one parking lot with 250 valet parking spaces, primarily for long-term parking.

Land use in the project vicinity is primarily devoted to offices and to other compatible uses, such as Golden Gate University. In the immediate site vicinity, high-rise buildings, with plazas and walkways, predominate along Market, Stevenson and Jessie Streets, between First and Second Streets. Nearby high-rise buildings include: a 37-story building at Market and First Streets (525 Market), a 21-story building at 555 Market Street, a 42-story building at 575 Market Street, a 30-story building on Market and Second Streets (595 Market), a 15-story building at 49 Stevenson Street, a 23-story building at 71 Stevenson Street, a 20-story building at Jessie and Ecker Streets (25 Ecker Square), and a 27-story building at 100 First Street, on the southwest corner of First and Mission Streets. An additional high-rise office building 27 stories tall is under construction at 101 Second Street at Mission, across Mission Street from the project site. Most of these buildings also have ground-floor retail and restaurant uses, with office space on the upper floors. A 48-story residential tower containing about 500 units is under construction just south of 101 Second Street, between Minna and Natoma Streets, east of Second Street.

The project site is not within a Downtown Conservation District. It is adjacent to the New Montgomery-Second Street Conservation District, which includes the Pacific Bell Building at 71-85 Second Street, across Anthony Street from the project site.

The proposed project, a new office building of approximately 665,000 gross sq. ft., would result in an increase in intensity of existing land uses on the project site, given that the existing building is six stories covering one of the three-lot project site, while the new building would be 31 stories (plus mechanical penthouse) and cover two of the three lots, with the third lot devoted to open space. However, the project would not alter the general land use of the immediate area, which includes several high-rise office buildings. The project also would not disrupt or divide the neighborhood, since it would be achieved within the existing block configuration. Thus, the project would not result in any significant effects related to land use, and this subject requires no further discussion in the EIR.

2) <u>Visual Quality</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Have a substantial, demonstrable negative aesthetic effect?	_____	<u>X</u>	<u>X</u>
(b) Substantially degrade or obstruct any scenic view or vista now observed from public areas?	_____	<u>X</u>	<u>X</u>
(c) Generate obtrusive light or glare substantially impacting other properties?	_____	<u>X</u>	<u>X</u>

The proposed project would result in a visual change, since it would demolish an existing six-story plus basement building dating from 1919 and two adjacent parking areas, to construct one substantially larger 31-story (plus mechanical penthouse) building that would also include a three-level basement parking garage, and a ground level plaza.

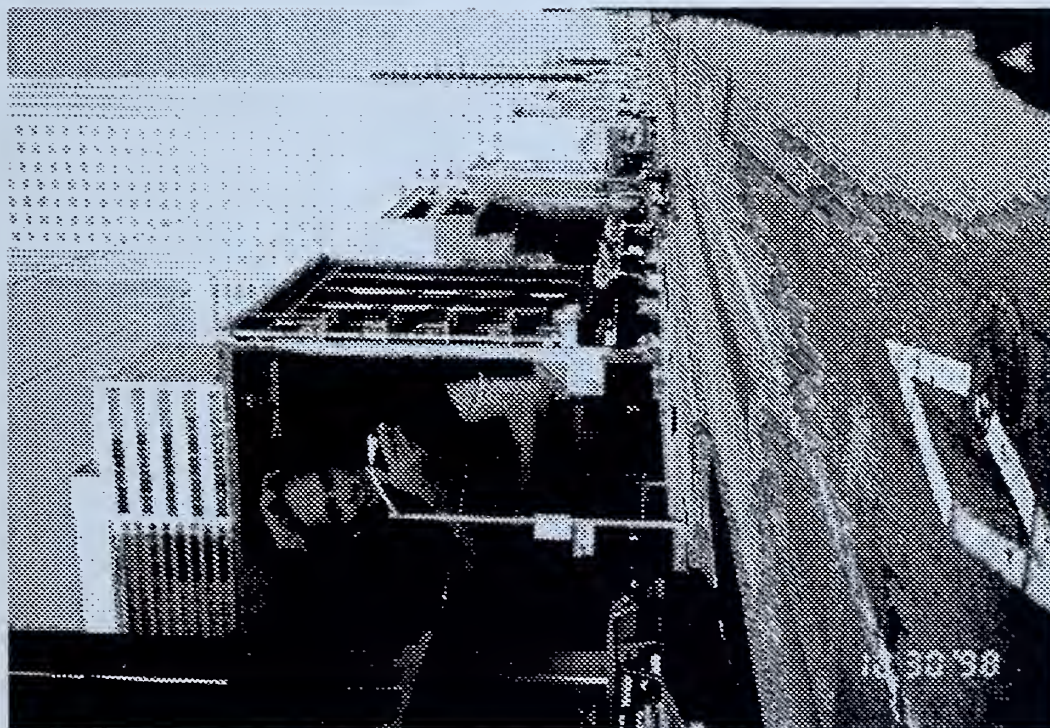
The existing building is about 85 feet tall (to the parapet on Mission Street) and is finished in red and beige-painted brick on its principal (Mission Street) facade and beige-painted brick on the other exterior walls (see Figures 4 and 5, pp. 13 and 14). The principal facade is divided into three parts. The lowest part, or base, below a brick belt course, consists of shops with contemporary awnings. The central part rises through five floors and consists of brick pilasters³ which frame five windowed bays that extend through the five upper floors. The upper part consists of several rows of stucco capping, topped by a red brick frieze and a projecting pressed metal cornice.

The proposed 420-foot-tall project would be of comparable height and bulk to other buildings in the immediate vicinity, north and east of the project site, but substantially taller and larger than the existing building on the site and several existing buildings immediately across Mission Street, along Second Street, and to the north on Stevenson Street. As noted in Section B.1, Land Use, a 27-story office building is under construction at Second and Mission Streets, and a 48-story residential tower is under construction south of that. To the southeast, at First and Mission Streets, is a 27-story office building at 100 First Street. The project would be comparable to these structures, although shorter than the residential tower.

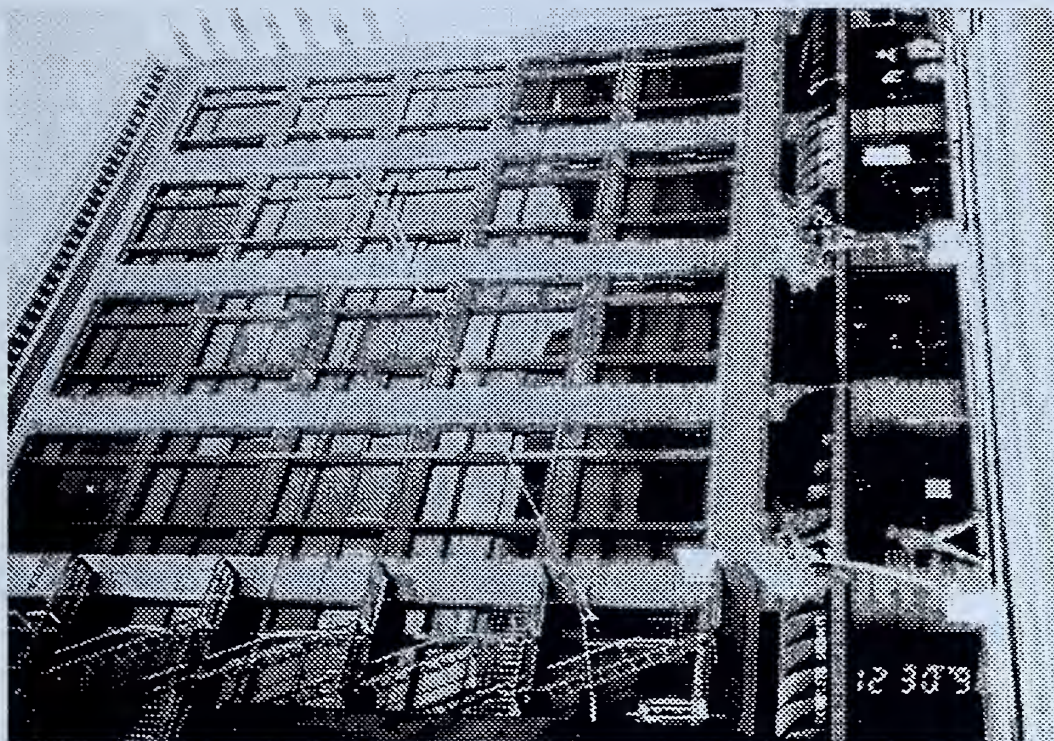
Construction materials would include curtain walls of glass and metal. The architect intends that the building present a largely transparent facade, reminiscent of early 20th century curtain wall construction, exemplified by the Hallidie Building at 130-150 Sutter Street. The new building would also complement nearby modern high-rise buildings through its use of painted aluminum mullions on a facade free of ornamentation. The project design would recall that of the Crown Zellerbach building at One Bush Street, although the project building, with its central elevator and mechanical core, would not repeat the Crown Zellerbach building's prominent unglazed elevator and mechanical core.

The project would be part of the growing number of high-rise buildings located south of Market Street in the vicinity of the Transbay Terminal. It would be four to five stories taller than high-rise offices buildings to the south (100 First and 101 Second Streets, the latter under construction); of the six high-

³ pilaster = a rectangular column that projects outward slightly from the building facade.



A. View of Site Looking Northeast on Mission Street
Showing Existing Parking Lot and 562-572 Mission
Street Building (with billboard)



B. 562-572 Mission Street (D.N.&E. Walter) Building



A. 562-572 Mission Street (D.N. & E. Walter) Building,
Showing Exterior Detail



B. 562-572 Mission Street (D.N. & E. Walter) Building,
Showing Structural Support on East Side

risers immediately north on Market and Stevenson Streets, noted on p. 11, the project would be taller than three, shorter than two, and about the same height as the sixth. Of these nearby buildings, the project's tower would be closest in horizontal dimensions to the 525 Market Street building (although the project would be six stories shorter). The project's tower would be somewhat larger in plan than that of other nearby buildings except 525 Market Street.

With its distinctive glass facades, the proposed building would be differentiated from the other nearby high-rise structures, which are typically clad with a combination of masonry panels and glass. However, that same glass facade would give the project a "lighter" appearance than its neighbors. In addition, the project would include an outdoor landscaped plaza, accessible and visible from Mission Street. This plaza would be created on the eastern portion of the site, where there is now a below-grade parking area and a pair of structural buttresses that support the existing 562-572 Mission Street building.

Although visual quality is subjective, given the project's proposed exterior materials and the fact that the project would be within a group of nearby buildings of generally comparable height and bulk, it cannot be concluded that the proposed building would result in a substantial, demonstrable negative aesthetic effect, or that it would substantially degrade the existing visual character of the site and its surroundings.

The nearest major public open spaces are Yerba Buena Gardens, about one and a half blocks west along Mission Street, and Union Square, nearly five blocks away. The project would be visible from Yerba Buena Gardens against a backdrop of other high-rise buildings, both south and north of Market Street, but would not substantially alter the view because it would be part of a large group of buildings of generally comparable height and bulk. Because of intervening buildings, the view from Union Square would include only the uppermost portion of the project. The project would be partially visible from publicly accessible, privately owned open spaces, including nearby plazas such as the Fremont Center Plaza at 50 Fremont Street, the Chevron Plaza between Market and Stevenson Street, and Tishman Plaza, also between Market and Stevenson Streets. In summary, visual changes on the site would not substantially change or block any scenic vista currently enjoyed from public open spaces in the area. From long-range vantage points, such as Potrero Hill and Twin Peaks, views of the project would be similar to those from Yerba Buena Center, in that the project would appear among a number of high-rise buildings.

The project would be constructed within an increasingly densely built urban area. Although the additional height would be visible from surrounding buildings, the project would not obstruct any publicly accessible scenic views or have a substantial adverse effect on a scenic vista.

The project would comply with Planning Commission Resolution 9212, which prohibits the use of mirrored or reflective glass. Thus, the project would not produce glare affecting other properties.

In light of the above, the project would not result in significant impacts related to visual quality and urban design, and this topic requires no further discussion. However, because of the height and bulk of

the proposed building and the design-related Section 309 exceptions being requested, visual quality will be discussed in the EIR for informational purposes, to place the project in context.

3) <u>Population</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Induce substantial growth or concentration of population?	_____	<u>X</u>	_____
(b) Displace a large number of people (involving either housing or employment)?	_____	<u>X</u>	<u>X</u>
(c) Create a substantial demand for additional housing in San Francisco, or substantially reduce the housing supply?	_____	<u>X</u>	<u>X</u>

The project would construct a new office building with approximately 660,000 gross sq. ft. of office space. Demolition of the existing structure on site would displace about 220 office employees and about 12 retail employees.⁴ Many of these employees would be expected to relocate within San Francisco or elsewhere in the Bay Area, as the project would not have any substantial effect on the availability of replacement space of similar quality to that provided in the existing building. At full occupancy, the project would house about 2,400 office employees and about 15 retail employees.⁵ Some of these would likely be new employees; some would relocate from other San Francisco office buildings.

San Francisco's employment is projected to grow from about 535,000 employees to about 673,500 employees in 2015, an increase of 26 percent.⁶ Therefore, project-related employment growth would constitute about 1.7 percent of citywide employment growth by the year 2015. This potential increase in employment would be minimal in the context of the total employment in greater San Francisco.

San Francisco consistently ranks as one of the most expensive housing markets in the United States. San Francisco is the central city in an attractive region known for its agreeable climate, open space and recreational opportunities, cultural amenities, strong and diverse economy, and prominent educational institutions. As a regional employment center, San Francisco attracts people who want to live close to where they work. These factors continue to support strong housing demands in the City. New housing to relieve the market pressure created by the strong demand is particularly difficult to provide in San Francisco because the amount of land available is limited, and because land and development costs are high.

⁴ Based on a standard multiplier of 275 sq. ft. per employee in the 61,000 sq. ft. of office space in the existing building, based on San Francisco Planning Department transportation analysis guidelines and Keyser Marston Associates, Inc., *San Francisco Cumulative Growth Scenario: Final Technical Memorandum*, prepared for the San Francisco Redevelopment Agency, March 30, 1998. Retail employment density estimated at 350 sq. ft. per employee, based on San Francisco Planning Department transportation analysis guidelines; existing retail space is approximately 4,000 sq. ft.

⁵ Employment density estimated as in Note 4.

⁶ Keyser Marston Associates, Inc., cited in Note 4.

An estimated 311,340 households resided in San Francisco in 1995. By 2015, San Francisco households are expected to increase by 32,309 households, a 10 percent increase.⁷ Based on a nexus study prepared for the proposed update of the Office of Affordable Housing Production Program, the project would create a demand for about 735 new dwelling units.⁸ Housing demand in and of itself is not a physical environmental effect, but an imbalance between local employment and housing can lead to long commutes with traffic and air quality impacts. Traffic issues will be analyzed in the EIR; see Section III.B.6, p. 20 below, regarding air quality.

The project would not result in significant effects related to population and housing, and these issues require no further analysis in the EIR. However, issues relating to growth inducement will be analyzed in the EIR.

4) <u>Transportation / Circulation.</u> Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system?			To be Determined
(b) Interfere with existing transportation systems, causing substantial alterations to circulation patterns or major traffic hazards?			To be Determined
(c) Cause a substantial increase in transit demand which cannot be accommodated by existing or proposed transit capacity?			To be Determined
(d) Cause a substantial increase in parking demand which cannot be accommodated by existing parking facilities?			To be Determined

Increased employment on the project site would result in increased demand on the local transportation system. Project effects on transportation and circulation, including intersection operations, transit demand, and impacts on pedestrian circulation, parking, and freight loading, as well as construction impacts, will be analyzed in the EIR.

⁷ Keyser Marston Associates, Inc., cited in Note 4.

⁸ This method uses the estimated project-related increase in employment (2,180 employees) by the fraction of San Francisco employees who live in the City (55%). This result, the approximate number of project-related employees who would live in the City (1,199), is divided by the average number of San Francisco workers in households where San Francisco workers reside (1.63). The estimated housing demand would be 736 units ($2,180 \times 0.55 \div 1.63 = 736$).

Planning Code, Section 313.3, the Office of Affordable Housing Production Program Ordinance (OAHPP), at present applies only to office development, but is proposed to be expanded to include retail and hotel space, and to be renamed the Jobs-Housing Linkage Program. The OAHPP requires construction of housing or payment of an in-lieu fee for less housing demand than is actually anticipated to be created by a project. This OAHPP calculation uses estimated net increase in gross square feet multiplied by 0.000386; therefore, the calculation for the proposed 554 Mission Street project is 599,000 net new sq. ft. of office \times 0.000386 = 231, which is the number of units of housing that the project sponsor would be required to construct. Alternatively, the sponsor may pay a fee of \$7.05 per net new square foot, or about \$4.2 million.

5) <u>Noise</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Increase substantially the ambient noise levels for adjoining areas?	_____	<u>X</u>	<u>X</u>
(b) Violate Title 24 Noise Insulation Standards, if applicable?	_____	<u>X</u>	<u>X</u>
(c) Be substantially impacted by existing noise levels?	_____	<u>X</u>	<u>X</u>

Ambient noise levels in the vicinity of the project are typical of noise levels in downtown San Francisco, which are dominated by vehicular traffic, including trucks, cars, MUNI buses, and emergency vehicles. The Downtown Plan EIR indicated a day-night average noise level of 72 Ldn on Mission Street in 1984.⁹

Traffic Noise

Generally, traffic must double in volume to produce a noticeable increase in noise levels. Based on a transportation analysis prepared for the project, traffic volumes would not be expected to double as a result of the project; therefore, substantial increases in traffic noise in the project area would not be anticipated. In addition, the project sponsor would design the new structure such that office operations would not be affected by outside noise. Traffic noise therefore would not be significant and requires no further discussion in the EIR.

The State of California has prepared guidelines for determining the compatibility of various land uses with different noise environments.¹⁰ For office uses, the guidelines recommend that necessary noise insulation features be included in new construction in areas where the noise levels are greater than about 68 Ldn, day-night background noise level. Standard noise insulation measures would be included as part of the project design.

Title 24 of the California Code of Regulations includes the California noise insulation standards, which are applicable to construction of multi-family dwelling units, and therefore do not apply to the project.

Building Equipment Noise

The proposed project would include mechanical equipment, such as air conditioning units and chillers, which could produce operational noise. These operations would be subject to the San Francisco Noise Ordinance, Article 29 of the San Francisco Police Code. Compliance with Article 29, Section 2909, would minimize noise from building operations. Therefore, operational noise would not be significant and the EIR will not discuss building equipment noise further.

⁹ San Francisco Department of City Planning, Downtown Plan EIR, Case No. 81.3E, certified October 18, 1984, Volume 1, pp. IV.J.1-19, particularly Table IV.J.2, pp. IV.J.9-10

¹⁰ Governor's Office of Planning and Research, *General Plan Guidelines*, November 1998, p. 187.

Construction Noise

Demolition, excavation, and building construction would temporarily increase noise in the site vicinity. For example, the project would require pile driving during construction, which would generate noise and possibly vibrations that could be considered an annoyance by occupants of nearby properties. In general, pile driving noise could be about 90 decibels (dBA) during impact at about 100 feet from the site. Pile driving would be expected to last up to about 13 weeks. Noise levels at receptors near the project site would depend on their distance from the source and on the presence or absence of noise barriers. The noise of the pile driver would be most noticeable directly in front of the construction site. Vibrations from the pile driving could be felt in adjacent buildings, which include retail businesses and office uses. To mitigate any impacts associated with noise generated from pile driving, the project would comply with regulations set forth in the San Francisco Noise Ordinance.

To further minimize noise and vibration from pile driving, the project sponsor would require project construction contractors to predrill holes to the maximum depth feasible on the basis of soil conditions. Contractors would be required to use construction equipment with state-of-the-art noise shielding and muffling devices. The project sponsor would also require that contractors schedule pile driving activity for times of the day that would minimize disturbance to neighbors. (See Mitigation Measure No. 1, p. 37.)

The construction period, including demolition and grading, would last approximately 24 months. Construction noise levels would fluctuate depending on construction phase, equipment type and duration of use, distance between noise source and listener, and presence or absence of barriers. Impacts would be temporary and intermittent, and would be limited to the period during which the foundations and exterior structural and facade elements would be built. Interior construction noise would be substantially reduced by the exterior walls.

Construction noise is regulated by the San Francisco Noise Ordinance (Article 29 of the City Police Code). The ordinance requires that noise levels from individual pieces of construction equipment, other than impact tools, not exceed 80 dBA at a distance of 100 feet from the source. Impact tools (jackhammers, pile drivers, impact wrenches) must have both intake and exhaust muffled to the satisfaction of the Director of Public Works. Section 2908 of the Ordinance prohibits construction work between 8:00 p.m. and 7:00 a.m., if noise would exceed the ambient noise level by five dBA at the project property line, unless a special permit is authorized by the Director of Public Works.

In light of the above, construction noise would not be significant and requires no further discussion in the EIR.

6) <u>Air Quality/Climate</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Violate any ambient air quality standard or contribute substantially to an existing or projected air quality violation?		X	X
(b) Expose sensitive receptors to substantial pollutant concentrations?	_____	<u>X</u>	<u>X</u>
(c) Permeate its vicinity with objectionable odors?	_____	<u>X</u>	_____
(d) Alter wind, moisture or temperature (including sun shading effects) so as to substantially affect public areas, or change the climate either in the community or region?	To be Determined		

Construction Emissions

Demolition, grading and other ground-disturbing construction activities would temporarily affect local air quality for up to about five months, causing a temporary increase in particulate dust and other pollutants. Heavy equipment could create fugitive dust and emit nitrogen oxides (NO_x), carbon monoxide (CO), sulfur dioxide (SO₂), reactive organic gases, or hydrocarbons (ROG, or HC), and particulate matter with a diameter of less than 10 microns (PM₁₀) as a result of diesel fuel combustion.

Dust emission during demolition and excavation would increase particulate concentrations near the site. Dustfall can be expected at times on surfaces within 200 to 800 feet. Under high winds exceeding 12 miles per hour, localized effects including human discomfort might occur downwind from blowing dust. Construction dust is composed primarily of particularly large particles that settle out of the atmosphere more rapidly with increasing distance from the source and are easily filtered by human breathing passages. In general, construction dust would result in more of a nuisance than a health hazard in the vicinity of construction activities. About one-third of the dust generated by construction activities consists of smaller size particles in the range that can be inhaled by humans (*i.e.*, particles 10 microns or smaller in diameter, known as PM₁₀), although those particles are generally inert. More of a nuisance than a hazard for most people, this dust could affect persons with respiratory diseases immediately downwind of the site, as well as sensitive electronics or communications equipment.

The Bay Area Air Quality Management District (BAAQMD), in its CEQA Guidelines, has identified a set of feasible PM₁₀ control measures for construction activities. The project sponsor would require the contractor to wet down the construction site twice a day during construction, which would be expected to reduce particulates by about 50 percent; would require covering soil, sand and other material; and would require street sweeping around demolition and construction sites at least once per day (see Mitigation Measure No. 2, p. 37). With implementation of this measure, construction-related air quality effects would be reduced to a less-than-significant level.

Emissions from Operations

Based on transportation analysis conducted for the project, vehicle emissions other than carbon monoxide would not exceed applicable Bay Area Air Quality Management District thresholds for significance (see Table 2). Although the Bay Area is not in attainment with the federal ozone standard or the state standards for ozone and PM₁₀, the project's incremental contribution to this effect would be considered *de minimus*; that is, the project would not meaningfully affect the region's compliance with federal or state air quality standards, and the project effects on regional air quality, therefore, would not be cumulatively considerable. With regard to localized carbon monoxide (CO) concentrations, of the four signalized intersections analyzed in the project's transportation analysis, none would sustain an increase in p.m. peak-hour traffic volume of more than 57 vehicles (2.4 percent increase over existing volumes). This increase would not result in any new violations of the state or federal one-hour or eight-hour CO standards.¹¹ In view of the above, operational air quality effects would not be significant, and require no further discussion in the EIR.

TABLE 2
PROJECTED DAILY TRANSPORTATION-RELATED POLLUTANT EMISSIONS

	Emissions (lbs./day) ^a	BAAQMD Standard (lbs./day)
Carbon Monoxide (CO)	694 ^b	550 ^b
Hydrocarbons (HC)	55	80
Nitrogen Oxides (NO _x)	61	80
Sulfur Dioxide (SO ₂)	2	n/a
Suspended Particulate (PM ₁₀)	49	80

^a Project emissions are based on BAAQMD methodology shown in its *Guidelines* document (revised April 1996), an average vehicle trip generation rate of 2,343 trips per day, an average trip length of 11.4 miles, and an average vehicle speed of 20 miles per hour. Year 2000 emissions factors were used. PM10 emissions include entrained road dust (0.69 gram/mile) in addition to tire wear and exhaust emissions.

^b Significance of CO emissions estimated on local intersection basis.

SOURCE: Environmental Science Associates, 1998.

Shadow

Section 295 of the Planning Code was adopted in response to Proposition K (passed in November 1984) in order to protect public open spaces from shadowing by new structures during the period between one hour after sunrise and one hour before sunset, year-round. Section 295 restricts new shadow upon public spaces under the jurisdiction of the Recreation and Park Department by any structure exceeding 40 feet unless the Planning Commission finds the impact to be insignificant. This project meets the

¹¹ At one of the study intersections, First and Mission Streets, CO levels exceeded the 8-hour state and federal standard in 1997. However, by the time the project is completed, in 2001, reduced emission rates will have eliminated that exceedence.

requirements of the Planning Code, as the new structure has been designed so that it would not produce new shadow on Union Square between one hour after sunrise and one hour before sunset, nor add new shadow to any other park under Recreation and Park Department jurisdiction. This topic will be analyzed in the EIR, including a discussion of shadow on other public open spaces not subject to Section 295, such as Yerba Buena Gardens, and on publicly accessible, privately owned open spaces.

Wind

Wind impacts are generally caused by large building masses extending substantially above their surroundings, and by buildings oriented such that a large wall catches a prevailing wind, particularly if such a wall includes little or no articulation. For sites in C-3 Districts, Section 148 of the San Francisco Planning Code establishes comfort criteria of 11 miles per hour (mph) equivalent wind speed for pedestrian areas and 7 mph for seating areas, not to be exceeded more than 10 percent of the time, year-round, between 7:00 a.m. and 6:00 p.m. Winds of 26 mph or greater are considered hazardous. This project would develop a building 420 feet tall, or about 335 feet higher than the existing building, using nearly twice the area. Because the project would result in a substantial increase in height and mass and cover much of the site, the wind effects of the project building will be analyzed in the EIR.

7) <u>Utilities/Public Services.</u> Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Breach published national, state or local standards relating to solid waste or litter control?	_____	<u>X</u>	<u>X</u>
(b) Extend a sewer trunk line with capacity to serve new development?	_____	<u>X</u>	<u>X</u>
(c) Substantially increase demand for schools, recreation or other public facilities?	_____	<u>X</u>	<u>X</u>
(d) Require major expansion of power, water, or communications facilities?	_____	<u>X</u>	<u>X</u>

The proposed project would incrementally increase demand for and use of public services and utilities on the site and increase water consumption, but not in excess of amounts expected and provided for in the project area, and would not be expected to have any measurable impact on public services or utilities. The new building would be designed to incorporate water-conserving measures, such as installing low-flush toilets and urinals, as required by California State Building Code Section 402.0(c). The project would be undertaken in a fully built-out area of downtown San Francisco, where all utilities and services are currently provided for; no need for any expansion of public utilities or public service facilities is anticipated. Therefore, effects would not be significant, and this topic requires no further analysis and will not be included in the EIR.

8) <u>Biology.</u> Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Substantially affect a rare or endangered species of animal or plant or the habitat of the species?	_____	<u>X</u>	<u>X</u>
(b) Substantially diminish habitat for fish, wildlife or plants, or interfere substantially with the movement of any resident or migratory fish or wildlife species?	_____	<u>X</u>	_____
(c) Require removal of substantial numbers of mature, scenic trees?	_____	<u>X</u>	<u>X</u>

The project site is in a densely developed urban area and is covered completely by impervious surfaces, including two parking lots and the existing building. No trees exist on the site. The project would not affect any threatened, rare or endangered plant life or habitat. The project would not interfere with any resident or migratory species. Effects related to biology would not be significant and this topic will not be discussed in the EIR.

9) <u>Geology/Topography.</u> Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Expose people or structures to major geologic hazards (slides, subsidence, erosion and liquefaction)?	_____	<u>X</u>	<u>X</u>
(b) Change substantially the topography or any unique geologic or physical features of the site?	_____	<u>X</u>	<u>X</u>

The *San Francisco General Plan* Community Safety Element contains maps that show areas of the City subject to geologic hazards. The project site is located in an area subject to groundshaking from earthquakes along the San Andreas and Northern Hayward Faults and other faults in the San Francisco Bay Area (Maps 2 and 3). The project site is in an area of liquefaction potential (Map 4), a Seismic Hazards Study Zone (SHSZ) designated by the California Division of Mines and Geology. For any development proposal in an area of liquefaction potential, the Department of Building Inspection (DBI) will, in its review of the building permit application, require the project sponsor to prepare a geotechnical report that assesses the nature and severity of the hazard(s) on the site and recommends project design and construction features that would reduce the hazard(s). To ensure compliance with all San Francisco Building Code provisions regarding structural safety, when DBI reviews the geotechnical report and building plans for a proposed project, it will determine necessary engineering and design features for the project to reduce potential damage to structures from groundshaking and liquefaction. Therefore, potential damage to structures from geologic hazards on a project site would be ameliorated through the DBI requirement for a geotechnical report and review of the building permit application.

The project site is not in an Alquist-Priolo Special Studies Zone,¹² and no known active fault exists on or in the immediate vicinity of the site. The closest active faults are the San Andreas Fault, approximately 8 miles southwest of downtown, and the Hayward Fault, about 16 miles northeast of downtown. Like the entire San Francisco Bay Area, the project site is subject to groundshaking in the event of an earthquake on these faults, although surface rupture at the site is unlikely.

A preliminary geotechnical investigation has been conducted for the project site and is summarized here.¹³ The project site has a street elevation of 8 to 11 feet, SFD.¹⁴ Based on borings made at the site and in the site vicinity, approximately 20 to 35 feet of dense sandy fill and dune sand exist beneath the site, overlaying bay deposits. These bay deposits, 30 to 50 feet thick, consist of layers of Bay Mud (clay and dense sand). Beneath the Bay Mud is very stiff clay and very dense sand. Bedrock is estimated to be at a depth of 200 to 250 feet below the surface.

The project would require use of steel H-pile extensions cast in the bottom of driven precast piles in order to penetrate the very dense sand below the Bay Mud, or 50 to 85 feet below the surface, and in order to adequately support the structure. The geotechnical report also recommends a basement floor slab designed to resist potential uplift pressures from the water table at its highest elevation. The project sponsor has agreed to follow the recommendations of the geotechnical report(s) (see Mitigation Measure No. 3a, p. 37).

Groundwater was measured at a depth of about 15 to 16 feet below street grade (elev. -5, SFD).¹⁵ The existing building has a basement approximately 12 feet deep. The parking lots on the eastern and western portions of the project site have been excavated to about 12 feet below street level. Although no significant subsidence or settlement is expected, the geotechnical report indicates a potential for structural damage to other structures and utilities near the proposed excavation due to the temporary drawdown of groundwater.¹⁶ The report therefore recommends a survey of these nearby structures and utilities prior to and during construction, identifying the means of support for each structure, and monitoring each structure closely during construction. The report recommends that corrective measures be taken as required. The project sponsor agrees to follow the recommendations of the geotechnical report (see Mitigation Measure No. 3b, p. 37).

Construction of the basement parking garage would require excavation to a depth of up to approximately 40 feet below grade and disposal of up to about 57,400 cubic yards of soil and debris. Stability and site safety during excavation would be achieved through standard, accepted shoring techniques.

¹² California State Department of Conservation, *Cities and Counties Affected by Alquist-Priolo Earthquake Fault Zones as of May 1, 1998*, [http://www.consrv.ca.gov], November 16, 1998.

¹³ Geomatrix Consultants, Inc., *Preliminary Geotechnical Site Evaluation*, letter report to Cameron Falconer, Hines Interests Limited Partnership, July 31, 1998. The report is on file at the San Francisco Planning Department, 1660 Mission Street, in File No. 98.321E.

¹⁴ San Francisco City Datum (SFD) establishes the City's zero point for surveying purposes at approximately 8.6 feet above the mean sea level established by 1929 U.S. Geological Survey datum.

¹⁵ ACC Environmental Consultants, *Piezometer Installation and Boring Report*, July 8, 1998a. This report is on file at the San Francisco Planning Department, 1660 Mission Street, in File No. 98.321E.

¹⁶ Geomatrix, p. 6 (cited in Note 13, p. 24 of this Initial Study).

The project would require temporary dewatering (see Section III.B.10, *Water*, below), and the project includes measures to ensure that dewatering would not result in adverse effects related to settlement as required by the Public Utilities Commission .

The project site is on filled land, as are adjacent buildings. Pile driving induces ground vibration that may result in compaction and compression of artificial fill and the soft Bay Mud and settlement of the adjacent ground surfaces. In general, the settlement probably would be minor and local in effect as most of the fills and mud have already undergone a good deal of compaction and compression since being emplaced and vibration energy dissipates rapidly in fills. However, potential settlement could result in some damage unless proper procedures are followed, including a pre-construction survey of existing conditions and monitoring during construction. The project sponsor has agreed to follow these procedures as well as others that may be recommended by a California-licensed geotechnical engineer as part of subsequent soils studies (see Mitigation Measure No. 3c, p. 37).

The project would not alter the topography of the site. In light of the above, the project would not result in a significant effect related to geology, and no further analysis of geology and seismicity is required in the EIR.

10) <u>Water</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Substantially degrade water quality, or contaminate a public water supply?	_____	<u>X</u>	_____
(b) Substantially degrade or deplete groundwater resources, or interfere substantially with groundwater recharge?	_____	<u>X</u>	<u>X</u>
(c) Cause substantial flooding, erosion or siltation?	_____	<u>X</u>	<u>X</u>

The project site is almost entirely covered by impervious surfaces consisting of two paved parking lots and an existing six-story-plus-basement building. Both parking lots include concrete basements left from demolished buildings. The project would demolish the existing building and below-grade parking lots, and would require further excavation. New construction would cover about 63 percent of the site with a new building, and would not increase the area of impervious surface on the site; landscaping in the plaza proposed adjacent to the new building would result in an incremental decrease in impervious surface and site runoff. The general drainage pattern of the site would not be altered; site runoff would drain into the City's combined sanitary and storm sewer system. Therefore, neither groundwater resources nor runoff and drainage would be adversely affected, nor would the project result in flooding, erosion, or siltation.

Based on groundwater measurements made for the geotechnical report for the project, groundwater at the site occurs 15 to 16 feet below the surface.¹⁷ Water is closer to the surface along the eastern portion of the project site, and further from the surface along the western portion.

This project would require temporary dewatering. Any groundwater encountered during construction would be subject to the requirements of the City's Industrial Waste Ordinance (Ordinance No. 199-77), requiring that groundwater meet specified standards before it may be discharged into the sewer system. Any groundwater pumped from the site shall be retained in a holding tank to allow suspended particles to settle, if this is found necessary by the Bureau of Environmental Regulation and Management of the Public Utilities Commission, to reduce the amount of sediment entering the storm drain/sewer lines. The Bureau of Environmental Regulation and Management of the Public Utilities Commission must be notified of projects necessitating dewatering. That office may require analysis before discharge.

The preliminary geotechnical report indicates the potential for structural damage to surrounding structures and utilities due to temporary dewatering at the project site. A final soils report would be required by the Department of Building Inspection (DBI) to address the potential settlement and subsidence impacts of dewatering. Based upon this discussion, the final soils report would contain a determination as to whether or not a lateral and settlement survey should be done to monitor any movement or settlement of surrounding buildings and adjacent streets. If a monitoring survey is recommended, DBI would require that a Special Inspector (as defined in Article 3 of the Building Code) be retained by the project sponsor to perform this monitoring. Groundwater observation wells would be installed to monitor the level of the water table and other instruments would be used to monitor potential settlement and subsidence. If, in the judgment of the Special Inspector, unacceptable subsidence were to occur during construction, groundwater recharge could be used to halt this settlement. The project sponsor would delay construction if necessary. Costs for the survey and any necessary repairs to services under the street would be borne by the project sponsor.

The project is within the Eastside Reclaimed Water Use Area designated by Section 1029 of the Reclaimed Water use Ordinance (approved November 7, 1991), which added Article 22 to Part II, Chapter X of the *San Francisco Municipal Code (Public Works Code)*. Effective 180 days from the date of this ordinance, non-residential projects over 40,000 sq. ft. that require a site permit, building permit, or other authorization, and are located within this area, shall provide for the construction and operation of a reclaimed water system for the transmission of the reclaimed water within buildings and structures. That is, the building would need to be designed with separate plumbing to service uses that could employ reclaimed water (e.g., toilets). The ordinance also requires that owners, operators, or managers of all development projects register their projects with the Water Department. The Water Department will issue a certificate of intention to use reclaimed water, and reclaimed water shall be used unless the Water Department issues a certificate exempting compliance because reclaimed water is not available, an alternative water supply is to be used, or the sponsor has shown that the use of reclaimed water is not

¹⁷ ACC Environmental Consultants, 1998a (see Note 15, p. 24).

appropriate. In light of the above, the project would not result in a significant effect related to water, and no further analysis of water resources is required in the EIR.

See Section III.B.12, Hazards, below, for a discussion of potential groundwater contamination.

11) <u>Energy/Natural Resources</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Encourage activities which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner?	_____	<u>X</u>	<u>X</u>
(b) Have a substantial effect on the potential use, extraction, or depletion of a natural resource?	_____	<u>X</u>	_____

The project would meet current state and local codes concerning energy consumption, including Title 24 of the California Code of Regulations. For this reason, it would not cause a wasteful use of energy. Therefore, energy consumption requires no further analysis; the effect would not be significant, and this issue will not be discussed in the EIR.

12) <u>Hazards</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Create a potential public health hazard or involve the use, production or disposal of materials which pose a hazard to people or animal or plant populations in the area affected?	_____	<u>X</u>	<u>X</u>
(b) Interfere with emergency response plans or emergency evacuation plans?	_____	<u>X</u>	<u>X</u>
(c) Create a potentially substantial fire hazard?	_____	<u>X</u>	<u>X</u>

An Expanded Phase I Environmental Site Assessment, dated August 4, 1997, was prepared for the project site.¹⁸ The site is not listed in the State of California Hazardous Waste and Substances List (Cortese List), nor on other Standard Environmental Record sources list. However, because of past site uses, several issues of potential concern are discussed below.

Asbestos

The project sponsor conducted an asbestos survey of accessible areas in the existing building on June 17, 1998.¹⁹ The results of the findings related to asbestos are summarized here. The existing building,

¹⁸ P&D Environmental Services, *Expanded Phase I Environmental Site Assessment: 554-584 Mission Street, San Francisco, CA 94105*, August 4, 1997. This report is on file at the San Francisco Planning Department, 1660 Mission Street, in Project File No. 98.321E.

¹⁹ ACC Environmental Consultants, *Asbestos Survey Report*, 562 Mission Street, San Francisco, CA, July 1, 1998b. This report is on file at the San Francisco Planning Department, 1660 Mission Street, in Project File No. 98.321E.

which would be demolished as part of the project, has already undergone some asbestos abatement, but still contains limited amounts of asbestos primarily from four sources: floor coverings, such as tile and linoleum; piping insulation; roofing materials; and drywall. Based on the age of the structure, built in 1919, it is likely that additional asbestos-containing materials may be found in inaccessible areas. Demolition of an existing building must comply with State law that requires, where there is asbestos-related work involving 100 square feet or more of asbestos-containing materials, that a contractor be certified and that certain procedures be followed.

Section 19827.5 of the California Health and Safety Code, adopted January 1, 1991, requires that local agencies not issue demolition permits until an applicant has demonstrated compliance with notification requirements under applicable federal regulations regarding hazardous air pollutants, including asbestos. The Bay Area Air Quality Management District (BAAQMD) is vested by the California legislature with authority to regulate airborne pollutants, including asbestos, through both inspection and law enforcement, and is to be notified ten days in advance of any proposed demolition. Notification includes the names, addresses and phone numbers of operations and persons responsible, including the contractor; description and location of the structure to be renovated/demolished including size, age and prior use, and the approximate amount of friable asbestos; scheduled starting and completion dates of demolition; nature of planned work and methods to be employed; procedures to be employed to meet BAAQMD requirements; and the name and location of the waste disposal site to be used. The BAAQMD randomly inspects removal operations. In addition, the BAAQMD inspects any removal operations concerning a complaint it has received.

The local office of the California Occupational Safety and Health Administration (Cal-OSHA) must be notified if asbestos abatement is to be carried out. Asbestos abatement contractors must follow State regulations contained in 8 CCR 1529 and 8 CCR 341.6 through 341.14 where there is asbestos-related work involving 100 square feet or more of asbestos-containing material. Asbestos removal contractors must be certified as such by the Contractors Licensing Board of the State of California. The owner of the property where abatement would occur must have a Hazardous Waste Generator Number assigned by, and registered with, the California Department of Health Services. The contractor and the hauler of the material are required to file a Hazardous Waste Manifest that details the hauling of the material from the site and the disposal of the material. Pursuant to California law, the Department of Building Inspection would not issue the required permit until the applicant has complied with the notice requirements above.

These regulations and procedures, already established as part of the permit review process, would ensure that any potential impacts due to asbestos would be reduced to a level of insignificance. Therefore, no further mitigation is required.

Lead-Based Paint

The existing building was extensively renovated in 1985 and 1986, and therefore is not likely to contain lead-based paint, and if it does, it is likely to be below the U.S. Department of Housing and Urban Development action level of 0.5 percent lead by weight. The project sponsor would collect additional paint samples for analysis before demolition. If the analysis discloses lead in excess of the action level,

the project sponsor would be subject to the requirements described below. Therefore, any potential impacts due to lead-based paint would be reduced to a level of insignificance.

Construction and renovation activities must comply with Chapter 36 of the San Francisco Building Code, Work Practices for Exterior Lead-Based Paint. Where there is any work that may disturb or remove lead paint on the exterior of any building built prior to December 31, 1978, Chapter 36 requires specific notification and work standards, and identifies prohibited work methods and penalties.

Chapter 36 applies to buildings or steel structures on which original construction was completed prior to 1979 (which are assumed to have lead-based paint on their surfaces), where more than ten total square feet of lead-based paint would be disturbed or removed. The ordinance contains performance standards, including establishment of containment barriers that are at least as effective at protecting human health and the environment as those in the most recent *Guidelines for Evaluation and control of Lead-Based Paint Hazards* promulgated by the U.S. Department of Housing and Urban Development. The ordinance also identifies prohibited practices that may not be used in disturbance or removal of lead-based paint. Any person performing work subject to the ordinance shall make all reasonable efforts to prevent migration of lead paint contaminants beyond containment barriers during the course of the work, and any person performing regulated work shall make all reasonable efforts to remove all visible lead paint contaminants from all regulated areas of the property prior to completion of the work.

The ordinance includes notification requirements, contents of notice, and requirements for signs. Notification includes notifying bidders for the work of any paint-inspection reports verifying the presence or absence of lead-based paint in the regulated area of the proposed project. Prior to commencement of work, the responsible party (owner or contractor) must provide written notice to the Director of Building Inspection of the location of the project; the nature and approximate square footage of the painted surface being disturbed and/or removed; anticipated job start and completion dates for the work; whether the responsible party has reason to know or presume that lead-based paint is present; whether the building is residential or non-residential, owner-occupied or rental property; the approximate number of dwelling units, if any; the dates by which the responsible party has or will fulfill any tenant or adjacent property notification requirements; and the name, address, telephone number, and pager number of the party who will perform the work. (Further notice requirements include Sign When Containment is Required, Notice by Landlord, Required Notice to Tenants, Availability of Pamphlet related to protection from lead in the home, Notice by Contractor, Early Commencement of Work [by Owner, Requested by Tenant], and Notice of Lead Contaminated Dust or Soil, if applicable.) The ordinance contains provisions regarding inspection and sampling, and enforcement, and describes penalties for non-compliance with the requirements of the ordinance.

These regulations and procedures required as part of the San Francisco Building Code would ensure that potential impacts due to lead-based paint would be reduced to a level of insignificance. Therefore, no further mitigation is required.

Soil and Groundwater

Borings from the western portion of the project site contained soil contaminated with gasoline from off-site underground storage tanks near 85 Second Street,²⁰ approximately 15 to 24 feet below ground surface. The project sponsor would follow the recommendations of the groundwater and soils testing report (see Mitigation Measure No. 4a, p. 38) for disposal of contaminated soil. Based on petroleum levels in the groundwater tested, it is likely that groundwater generated during the dewatering activity can be discharged into the storm drain without treatment.²¹ Any potential impacts due to soil contamination by underground storage tanks would thereby be reduced to a level of insignificance.

Article 20 of the San Francisco Public Works Code (the “Maher Ordinance”) requires that applicants for building permits within a certain area (generally, the land area around the original shoreline of San Francisco, which was created by landfill) prepare a site history and analyze the site’s soil for hazardous wastes. While the proposed project is not within the designated Maher soil contamination area,²² the project site contains fill from unknown sources, deposited over 100 years ago as a part of the leveling of the neighborhood of “Happy Valley,” in the 1850s. The project site is located in a low-lying area of Happy Valley possibly filled with soil from the nearby sand dunes and/or other sources. All three parcels on the project site were previously excavated for construction of basements, so it is likely that some contaminated soils, if present, have already been removed from the site. Mitigation Measure 4a, p. 38, would ensure that effects of remaining contamination, if present, are reduced to a less-than-significant level.

Other Potential Hazardous Materials

Other potential hazardous building materials such as PCB-containing electrical equipment could pose health threats for demolition workers but would be mitigated by standard building surveys and abatement measures (see Mitigation Measure 4b, p. 38). The existing building has an elevator. Elevators may be operated by hydraulic oils; in the past, some of these oils contained PCBs. Mitigation is included in the project to reduce impacts of hazardous building materials (see Mitigation Measure 4b, p. 38).

The Phase I Site Assessment identified two additional potential hazard sources. The existing building contained a 1,500 gallon heating oil tank, located in its southwest corner. According to the project sponsor, this tank and two additional gasoline storage tanks, formerly on the southwest side of the basement, were removed in 1995. Preliminary tests indicate that no petroleum hydrocarbons, benzene, ethylbenzene, toluene, total xylenes and lead were detected in sand samples beneath the tank locations. Further tests would be conducted. Mitigation is included in the project to reduce the impacts of potential hazards to a less-than-significant level (see Mitigation Measure 4a, p. 38).

²⁰ ACC Environmental Consultants, 1998a (see Note 15, p. 24).

²¹ ACC Environmental Consultants, 1998a, p. 7 (see Note 15, p. 24)

²² Bureau of Engineering, Department of Public Works, *1985 Map of the City and County of San Francisco* [map of high tide line].

Evacuation and Emergency Response

Occupants of the proposed building would contribute to congestion if an emergency evacuation of the downtown area were required. Section 12.201(e)(1) of the San Francisco Fire Code requires that all owners of high-rise buildings (over 75 feet) “shall establish or cause to be established procedures to be followed in case of fire or other emergencies.” An evacuation and emergency response plan would be developed by the project sponsor to ensure coordination between San Francisco’s emergency planning activities and the project sponsor’s plan to provide for building occupants in the event of an emergency. The project sponsor’s plan would be reviewed and approved by the Department of Building Inspection and the Fire Department prior to the issuance of occupancy permits. Additionally, project construction would have to conform to the provisions of the Building and Fire Codes that require additional life-safety protections for high-rise buildings.

As a result of implementing the regulations summarized above, potential health and safety issues related to building contamination, soil contamination, emergency procedures and remediation would be reduced to less-than-significant levels, provided that the mitigation measures included in the project would be implemented. Therefore, these issues do not require further analysis and will not be discussed in the EIR.

13) <u>Cultural</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Disrupt or adversely affect a prehistoric or historic archaeological site or a property of historic or cultural significance to a community or ethnic or social group; or a paleontological site except as a part of a scientific Study?	_____	<u>X</u>	<u>X</u>
(b) Conflict with established recreational, educational, religious or scientific uses of the area?	_____	<u>X</u>	_____
(c) Conflict with the preservation of buildings subject to the provisions of Article 10 or Article 11 of the Planning Code?	_____	<u>X</u>	<u>X</u>

Archaeological Resources

A recent archaeological survey²³ inventoried potential archaeological and cultural resources within the Transbay study area, which includes the project site. According to that report, the 554 Mission site is in a location with “a potential for harboring prehistoric cultural deposits of possible importance that could be impacted by land alteration construction associated with redevelopment projects.”²⁴

The project site was part of a low-lying area of early San Francisco known as “Happy Valley.” Originally at the southwestern edge of the Mexican settlement of Yerba Buena, Happy Valley was later

²³ David Chavez and Associates, *Archaeological Resources Investigations for the Transbay Redevelopment Project*, San Francisco, California, September, 1997.

²⁴ David Chavez & Associates, 1997, p. 197 (see Note 23).

home to the large influx of settlers that arrived in San Francisco and lived in tent communities after gold was discovered in the Sierra foothills. Enclosed by Market, Third, Howard and the First Street shoreline, Happy Valley was described as having “derived its name from the merry character of its citizens Several fine springs of excellent water are quite convenient and wood is obtained for cutting close by. It is strikingly beautiful and in wonderful contrast with the desert-like sterility of the surrounding regions. . . .”²⁵ Surrounded by sand hills 40 to 80 feet high, Happy Valley was by the mid-1850s subject to large-scale reclamation that leveled the sand hills and redistributed the soil to fill the low-lying areas and bring the area to grade level.

In 1986, excavation revealed a prehistoric site at the southwest corner of Stevenson and Ecker Streets, less than 400 feet from the project site, under 15 feet of fill. On a nearby block to the south, also in 1986, excavation uncovered a Gold Rush site beneath fill. Because the project would involve excavation at the site to a depth of up to about 40 feet below street grade, it could adversely affect subsurface deposits of cultural resources of significance, or potential significance. As noted in the discussion of potential soil and groundwater contamination, all three parcels on the project site were previously excavated for construction of basements. Therefore, it is possible that subsurface cultural resources that may have been present have already been disturbed and/or removed from the site. Nevertheless, the project includes mitigation (see Mitigation Measure No. 5, p. 38) that would reduce the potential impact to cultural resources to a less-than-significant level.

No further discussion of subsurface cultural resources will be included in the EIR.

Historic Architectural Resources

The project would demolish an existing building on the project site at 562-572 Mission Street, which is classified as a Category V building under Article 11 of the San Francisco Planning Code, “Preservation of Buildings and Districts of Architectural, Historical, and Aesthetic Importance.” Article 11, adopted September 17, 1985, divides all buildings in the C-3 Zoning Districts (generally, downtown) into five categories according to the Building Rating Methodology as set forth and explained in the “Preservation of the Past” section of the Downtown Plan, an area plan within the San Francisco General Plan (Planning Code Sec. 1102). The most important buildings are designated “Significant²⁶ Buildings” and are rated Category I and Category II. A second tier of structures are designated “Contributory Buildings” and are rated Category III and Category IV. On the basis of evaluations undertaken in connection with the preparation and adoption of the Downtown Plan and Article 11, more than 400 buildings were classified as Significant or Contributory (Categories I, II, III, and IV). All other downtown buildings are “Unrated Buildings” (neither individually nor contextually significant) and designated Category V.

²⁵ From Shumate, Albert, *Rincon Hill and South Park, San Francisco's Early Fashionable Neighborhoods*, 1988; quoted in David Chavez & Associates, 1997, p. 23 (see Note 23).

²⁶ This use of the word significant in the context of historic architectural resources is to be differentiated from its use in the sense under CEQA that denotes an effect that constitutes a substantial adverse change in the environment. Significant, when used in reference to historic architectural resources, denotes a resource's importance, in that context.

On the basis of these same evaluations, Article 11 also designates six areas as Conservation Districts, which contain “substantial concentrations of buildings that together create subareas of special architectural and aesthetic importance. Such areas shall contain substantial concentrations of Significant and Contributory Buildings and possess substantial overall architectural, aesthetic or historic qualities justifying additional controls in order to protect and promote those qualities” (Planning Code Sec. 1103). The 562-572 Mission Street building is not located in a Conservation District established in Article 11 and the Downtown Plan, nor is the building listed as a City Landmark in Planning Code Article 10.

CEQA Section 21084.1 states that “a project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment.” An “historical resource” is defined as one that is listed in, or determined eligible for listing in, the California Register of Historical Resources. A resource that is officially designated or recognized as significant in a local register of historical resources, such as Article 10 and Article 11 of the San Francisco Planning Code, or one that is identified as significant in an historical resources survey meeting the requirements of Public Resources Code Section 5024.1(g), is presumed to be significant under CEQA “unless the preponderance of the evidence demonstrates that the resource is not historically or culturally significant.” A “substantial adverse change” is defined as “demolition, destruction, relocation, or alteration such that the significance of an historical resource would be impaired.”

The 562-572 Mission Street building, originally known as the D.N. & E. Walter Building, is not listed in the California Register of Historical Resources, or in the National Register of Historic Places. The building is rated “C,” of contextual importance, by San Francisco Architectural Heritage (“Heritage”). Based on the Heritage rating, the building is listed in the State Office of Historic Preservation (OHP) database as having National Register status code 4X, meaning the building “may become eligible for the National Register as a contributor to a historic district that has not been documented.”

The Heritage survey, conducted in 1977-78, was published in 1979 in the book *Splendid Survivors*. The Heritage survey employed 13 rating categories in four headings: architecture, history, environment and integrity. (These same categories were later adopted for the survey conducted in the development of the Downtown Plan.) Summary ratings from “A” to “D” were assigned to each building on the basis of evaluation in the 13 rating categories: “A”-rated buildings are of Highest Importance, “B”-rated buildings are of Major Importance, “C”-rated buildings are of Contextual Importance, and “D”-rated buildings are of Minor or No Importance.

Heritage had originally rated the 562-572 Mission Street building “B” (of major importance), but changed the rating to “C” (of contextual importance) in 1983, following a request for re-evaluation by the then-owner of the property.

Splendid Survivors describes “B”-rated buildings as follows:

- B. Major Importance. Buildings which are of individual importance by virtue of architectural, historical, and environmental criteria. These buildings tend to stand out for their overall

quality rather than for any particular outstanding characteristics. B-group buildings are eligible for the National Register, and of secondary priority for City Landmark status.

At the time of the original Heritage Survey, the 562-572 Mission Street building, constructed in 1919, was erroneously thought to be the first structure in the City to employ “drop panel, mushroom column” construction, in which concrete columns with widened tops support concrete floor slabs. The columns have flared, somewhat mushroom-shaped tops, and the floor slabs are supported on “dropped” panels atop each column (hence, the name for this construction method). The mushroom column increases the vertical load-bearing area of the floor slab, while the panel increases resistance to horizontal shear forces, and development of this technology thus enabled the construction of commercial buildings that may require a small number of large openings in the floor slabs, without the need to include cross-girders. It was on the basis of the mistaken information that the 562-572 Mission Street building was the first building in San Francisco to employ this construction method that Heritage had originally assigned the building a “B” rating. Heritage lowered its rating to “C” in 1983 upon reviewing evidence of earlier use of drop panel, mushroom column construction.^{27,28} The “C” rating is described in *Splendid Survivors* as follows:

- C. Contextual Importance. Buildings which are distinguished by their scale, materials, compositional treatment, cornice and other features. They provide the setting for more important buildings and they add visual richness and character to the downtown area. Many C-group buildings may be eligible for the National Register as part of historic districts.

According to Heritage, therefore, with the uniqueness of its structural system diminished, the building no longer qualified as a potential historical resource “of individual importance,” and rather was seen as a structure that contributes to the overall context of the area.

On the basis of the original “B” rating in the 1979 Heritage survey, OHP listed the building as “3S” (appears eligible to OHP staff for listing in the National Register as a separate property). Upon reviewing Heritage’s 1983 reevaluation in 1999, OHP adjusted the building’s rating to “4X.” Although the Heritage survey may not meet all of the criteria in Public Resources Code Sec. 5024.1(g),²⁹ an

²⁷ Research for a 1983 Draft EIR for the same project site revealed at least two earlier examples of drop-panel, mushroom column construction in San Francisco: 400 Second Street and 888 Brannan Street (now the Gift Center), both dating from 1917. See the appendix, *The 1906 Earthquake, Reinforced Concrete Construction in San Francisco and the Mushroom Column*, in the *Lincoln Plaza DEIR*, Case No. 81.297E. This appendix, separately, is on file at the San Francisco Planning Department, in File No. 98.321E. The entire Lincoln Plaza Draft EIR is also on file separately.

²⁸ Corbett, Michael, (then-)Architectural Historian, Foundation for San Francisco’s Architectural Heritage, letter to Selina Bendix, Ph.D., Bendix Environmental Research, July 25, 1983. The current Heritage “C” rating for the 562-572 Mission building, and the events concerning the reevaluation from a “B” rating to a “C” rating were confirmed with Don Andreini of Heritage in a telephone conversation on December 22, 1998.

²⁹ These criteria are: (1) “the survey has been or will be included in the State Historic Resources Inventory;” (2) “the survey and the survey documentation were prepared in accordance with [State Office of Historic Preservation] procedures and requirements;” (3) “the resource is evaluated and determined by the office to have a significance rating of Category 1 to 5 on DPR Form 523;” and (4) “if the survey is five or more years old at the time of its nomination for inclusion in the California Register, the survey is updated to identify historical resources which have become eligible or ineligible due to changed circumstances or further documentation and those which have been demolished or altered in a manner that substantially diminishes the significance of the resource.”

evaluation was conducted to determine whether the evidence supports the potential presumption that the 562-572 Mission Street building is a historical resource under CEQA.

While the 4X rating in the OHP database suggests that the 562-572 Mission Street building could become eligible for the National Register as a contributor to a historic district that might be documented and delineated in the future, the evidence indicates this is unlikely. Rather, the City established the New Montgomery-Second Street Conservation District with a boundary that excluded the building. The eastern boundary of the Conservation District follows the rear lot lines of properties on the east side of Second Street between Jessie and Howard Streets, but does not extend east of Anthony Street, which forms the western boundary of the project site. (The Conservation District includes only one building on Assessor's Block 3708, within which the project site is located – the Pacific Bell building, a Category I structure at 75-81 Second Street.) At the time the Downtown Plan and Article 11 were adopted, the building to the west of 562-572 Mission had already been demolished (this occurred in 1966), resulting in a nearly 68-foot wide gap (currently being used as a parking lot) between Anthony Street and the 562-572 Mission Street building.

Since the New Montgomery-Second Street Conservation District was adopted in 1985, the building immediately east of 562-572 Mission Street has also been demolished (in 1993, after the Loma Prieta earthquake). In addition, a high-rise office building has been erected at 100 First Street, on the southwest corner of Mission, and a second is under construction across Mission Street from the project site, at 101 Second Street, on the southeast corner. Two other high-rise office buildings have also been constructed to the north, between Jessie and Stevenson Streets. None of the remaining buildings on the project block of Mission Street, between First and Second Streets, is a Significant or Contributory building under Article 11, and only one is rated higher than "C" by Heritage. Therefore, there is little likelihood that an historic district that would include the 562-572 Mission Street building could be reasonably created or expanded.

In addition, the 562-572 Mission Street building has been subject to a number of alterations since it was reviewed in the Heritage survey that was published in 1979. Most notably, as described in the Project Description, the east wall of the building is supported with exterior metal buttresses that extend across Lot 15, the easternmost of the three lots that make up the project site. These buttresses were installed following the demolition of the 1907-built, unreinforced masonry Dalziel Building that formerly stood to the east, at 554-560 Mission Street. It was demolished after sustaining extensive damage in the 1989 Loma Prieta earthquake. According to the project sponsor, when the 562-572 Mission Street building was constructed in 1919, its eastern wall was connected to the western wall of the adjacent Dalziel Building, forming a shared "party wall." Therefore, when the Dalziel Building was demolished, the decision was made to retain that structure's western (brick) wall, rather than try to dismantle the party wall. Thus, what was once the interior wall of the Dalziel Building is visible today on the east side of the 562-572 Mission Street building. At the time of the demolition, the metal buttresses were installed to help support the 562-572 Mission Street building. Other alterations to the 562-572 Mission Street building have included a lobby remodel in 1988 and a series of tenant improvements, including changes

to the retail storefronts. The ground floor was upgraded, including the addition of a terrazzo floor and a guard station.

In summary, the 562-572 Mission Street building is not listed in the California Register of Historical Resources; is not a designated City Landmark nor within an Historic District under Article 10 of the San Francisco Planning Code; and is not designated a Significant or Contributory Building or included within a Conservation District in Article 11 of the Planning Code and the San Francisco Downtown Plan. The State Office of Historic Preservation has rated the building as a possible contributor to a potential historic district that is not likely to be created; the setting in which the building is located has changed in recent years with the demolition of an adjacent building and the construction of new high-rises; and the 562-572 Mission Street building has been altered since its evaluation by Heritage, as described above. For all of these reasons, this analysis does not consider the 562-572 Mission Street building a historical resource under CEQA, and the building's demolition, therefore, would not result in a significant effect.

Nearby historic architectural resources include the previously noted Pacific Bell Building at 71-85 Second Street, a Category I (Significant) building under Article 11, immediately across Anthony Street from the project site. The Pacific Bell Building, which is within the New Montgomery-Second Street Conservation District, also has an "A" (highest importance) rating from Heritage and a rating of "2" from the Planning Department's 1976 citywide inventory.³⁰ Directly to the north of the project site, across Jessie Street, is 96 Jessie Street, a Category III (Contributory) building under Article 11, which received a "C" rating (contextual importance) from Heritage and a rating of "2" in the 1976 Planning Department survey. Across Mission Street, to the south of the project site are 571-575 Mission Street and 549-551 Mission Street, both Unrated (Category V) in Article 11, and both with a "C" rating (contextual) from Heritage and a "1" rating in the 1976 Planning Department survey.

Although the proposed project would be clearly visible from within the New Montgomery-Second Street Conservation District, the project would not adversely affect any buildings within the district, and would not affect the pedestrian scale of the street walls on Second and New Montgomery Streets, which characterize the district. Therefore, the project would not adversely affect the conservation district.

As discussed in Section III.B.10, Water, p. 26, dewatering could result in damage to nearby structures to settlement, and the final soils report would address the potential settlement and subsidence impacts of dewatering. With mitigation to prevent structural damage to nearby historic buildings, project effects would be limited, and would be less than significant.

In light of the above, effects on historic architectural resources would not be significant, and no further discussion of historical resources will be included in the EIR.

³⁰ The ratings ranged from a low of "0" to a high of "5."

C. OTHER	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
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Require approval and/or permits from City Departments other than Planning Department or Department of Building Inspection, or from Regional, State, or Federal Agencies?

_____	<u>X</u>	_____
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D. MITIGATION MEASURES

	<u>Yes</u>	<u>No</u>	<u>N/A</u>	<u>Discussed</u>
1) Could the project have significant effects if mitigation measures are not included in the project?	<u>X</u>	_____	_____	<u>X</u>
2) Are all mitigation measures necessary to eliminate significant effects included in the project?	_____	<u>X</u>	_____	<u>X</u>

The following are mitigation measures related to environmental effects determined to require no further analysis in the EIR. The EIR will contain a mitigation chapter describing these measures, which are proposed as part of the project, and will include other measures which would be, or could be, adopted to reduce potential adverse effects of the project identified in the EIR.

Mitigation Measure 1 – Noise and Vibration

The project sponsor would require the construction contractor to use pre-drilled piles where soil conditions permit, and state-of-the-art noise shielding and muffling devices on construction equipment.

Mitigation Measure 2 – Construction Air Quality

The project sponsor would require the contractor(s) to sprinkle demolition sites with water during demolition, excavation and construction activity twice daily; sprinkle unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover debris, soil, sand or other such material being hauled on trucks; and sweep surrounding streets during demolition and construction at least once per day to reduce particulate emissions. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose.

Mitigation Measure 3 – Geology

- a. One or more geotechnical investigations by a California-licensed geotechnical engineer are included as part of the project. The project sponsor and contractor would follow the recommendations of the final geotechnical report(s) regarding any excavation and construction for the project.
- b. The project sponsor would ensure that the construction contractor conducts a pre-construction survey of existing conditions and monitors the adjacent building for damage during construction, if recommended by the geotechnical engineer.

- c. The project sponsor and contractor(s) would follow the geotechnical engineers' recommendations regarding installation of settlement markers around the perimeter of shoring to monitor any ground movements outside of the shoring itself. Shoring systems would be modified as necessary in the event that substantial movements were detected.

Mitigation Measure 4 – Hazards

- a. The project sponsor would ensure that the construction contractor limit the amount of excavation, and handle and dispose of excavated soils properly. Soil excavated for offsite disposal or use shall be characterized for the specific constituents of concern based on the requirements of the accepting facility or party; this characterization should be performed on a representative volume of stockpiled soil. Soil affected by gasoline shall be segregated from clean excavated soil, allowed to aerate according to local guidelines, and disposed offsite at an approved facility. In addition, in regards to the soil and groundwater impact from the offsite source(s) of petroleum hydrocarbons such as diesel and gasoline, the project sponsor may wish to pursue cost recovery efforts and involve the City and County of San Francisco Department of Public Health's Local Oversight Program. Conditions imposed by the Department of Public Health would require dust control measures to ensure "no visible dust" emissions, covering of soil stockpiles, rain water runoff control, and designation of a person with the authority to stop work at any time if a release of contaminated soil occurs or is threatened.
- b. The project sponsor would ensure that building surveys for asbestos, PCB-containing equipment (including elevator equipment), hydraulic oils, fluorescent lights, and lead-based paint are performed prior to the start of demolition. Any hazardous materials so discovered would be abated according to federal, state, and local laws and regulations.

Mitigation Measure 5 – Cultural Resources

Given the location and magnitude of excavation proposed, and the likelihood that archaeological resources would be encountered on the project site, the sponsor has agreed to retain the services of an archaeologist. The archaeologist would carry out a pre-excavation testing program to better determine the probability of finding cultural and historical remains. The testing program would use a series of mechanical, exploratory borings or trenches and/or other testing methods determined by the archaeologist to be appropriate.

If, after testing, the archaeologist determines that no further investigations or precautions are necessary to safeguard potentially significant archaeological resources, the archaeologist would submit a written report to the Environmental Review Officer (ERO), with a copy to the project sponsor. If the archaeologist determines that further investigations or precautions are necessary, he/she shall consult with the ERO and they shall jointly determine what additional procedures are necessary to minimize potential effects on archaeological resources.

These additional mitigation measures would be implemented by the project sponsor and might include a program of on-site monitoring of all site excavation, during which the archaeologist would record observations in a permanent log. The monitoring program, whether or not there are finds of significance, would result in a written report to be submitted first and directly to the ERO, with a copy to the project sponsor. During the monitoring program, the project sponsor would designate one individual on site as his/her representative. This representative would have the authority to suspend work at the site to give the archaeologist time to investigate and evaluate archaeological resources should they be encountered.

Should evidence of cultural resources of potential significance be found during the monitoring program, the archaeologist would immediately notify the Environmental Review Officer (ERO),

and the project sponsor would halt any activities which the archaeologist and the ERO jointly determine could damage such cultural resources. Ground disturbing activities which might damage cultural resources would be suspended for a total maximum of four weeks over the course of construction.

After notifying the ERO, the archaeologist would prepare a written report to be submitted first and directly to the ERO, with a copy to the project sponsor, which would contain an assessment of the potential significance of the find and recommendations for what measures should be implemented to minimize potential effects on archaeological resources. Based on this report, the ERO would recommend specific additional mitigation measures to be implemented by the project sponsor. These additional mitigation measures might include a site security program, additional on-site investigations by the archaeologist, and/or documentation, preservation, and recovery of cultural material.

Finally, the archaeologist would prepare a report documenting the cultural resources that were discovered, an evaluation as to their significance, and a description as to how any archaeological testing, exploration and/or recovery program was conducted.

Copies of all draft reports prepared according to this mitigation measure would be sent first and directly to the ERO for review. Following approval by the ERO, copies of the final report(s) would be sent by the archaeologist directly to the President of the Landmarks Preservation Advisory Board and the Northwest Information Center of the California Historical Resources Information System at Sonoma State University. Three copies of the final archaeology report(s) shall be submitted to the Office of Major Environmental Analysis, accompanied by copies of the transmittals documenting distribution to the President of the Landmarks Preservation Advisory Board and the Northwest Information Center.

E. ALTERNATIVES

The EIR will analyze alternatives to the project that would reduce or eliminate any significant environmental effects. At a minimum, these alternatives will likely include a No Project Alternative and a Lesser Development Alternative. The Lesser Development Alternative would include less office space and/or less parking space.

F. MANDATORY FINDINGS OF SIGNIFICANCE Yes No Discussed

- | | | | |
|--|----------|----------|----------|
| 1) Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or pre-history? | _____ | <u>X</u> | <u>X</u> |
| 2) Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals? | _____ | <u>X</u> | _____ |
| 3) Does the project have possible environmental effects which are individually limited, but cumulatively considerable? (Analyze in the light of past projects, other current projects, and probable future projects.) | <u>X</u> | _____ | <u>X</u> |
| 4) Would the project cause substantial adverse effects on human beings, either directly or indirectly? | _____ | <u>X</u> | _____ |

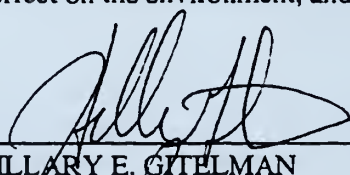
G. ON THE BASIS OF THIS INITIAL STUDY

_____ I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared by the Planning Department.

_____ I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because the mitigation measures, numbers _____, in the discussion have been included as part of the proposed project. A NEGATIVE DECLARATION will be prepared.

X I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

Date 4/8/99


 HILLARY E. GITELMAN
 Environmental Review Officer
 for
 GERALD G. GREEN
 Director of Planning
 Planning Department

• CHAPTER X

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